ABSTRACT
              In this survey of occupations in local governments in
South Carolina, 8 broad core occupation categories were identified
and surveyed. Current employment and projected needs to 1975 for each
population grouping were given for the occupational categories.
Population groupings are counties and 6 sizes of municipalities. This
report is a general guideline, and a more comprehensive study is
recommended. The local government manpower situation is examined in a
section giving 5 generic groupings of labor, basic levels of
education and skill for each group, motivational factors,
recommendations for career ladders, and a review of current
practices. An analysis of employee training needs and recommendations
follows, with details on first order training needs and a statement
of second order training needs. Appendix D provides training course
specifications. (For related document, see AC 012 620.)
(Author/RS)

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ONE OF A SERIES OF REPORTS

prepared by

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Atlanta, Georgia   30303

for

OFFICE OF THE GOVERNOR
State Planning and Grants Division
Columbia, South Carolina 29201
(Telephone 803/758-2946)

entitled

MEMORANDUM NO. 3 - STUDY FINDINGS AND
TRAINING RECOMMENDATIONS
LOCAL GOVERNMENT MANPOWER SURVEY IN
SOUTH CAROLINA

1

ABSTRACT

TITLE: Memorandum No. 3, Study Findings and Training Recommendations
              Local Government Manpower Survey in South Carolina

AUTHOR: Public Research Management, Inc.
              Atlanta, Georgia 30303

SUBJECT: Results, conclusions, and training recommendations from
              Manpower Survey identifying core categories of occupations
              in local government in South Carolina

DATE: March, 1971

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ABSTRACT: The eight broad core occupational categories (General Govern-
ment, Public Safety, Human Resources, Recreation and Cultural, Housing
and Environment, Transportation, Natural Resources, and Economic Develop-
ment) which were surveyed are identified. The seven population groupings
are explained as Counties and six sizes of municipalities from under 1,000
to over 50,000. Current employment and projected needs to 1975 for each
population grouping are given for the eight broad core occupational cate-
gories. Concluding remarks fixate the report as a general guideline and
recommend a more comprehensive study. A closer look at the local govern-
ment manpower situation is provided by a section giving five generic
groupings of labor, basic levels of education and skill for each generic
group, motivational factors, recommendations for career ladders, and a
review of current practices. An analysis of employee training needs and
recommendations follows, with details on first order training needs, and
a statement of second order training needs. Appendix D provides training
course specifications for the first order needs.

LOCAL GOVERNMENT MANPOWER REQUIREMENTS

FOR

COMMUNITY DEVELOPMENT IN SOUTH CAROLINA

Office of the Governor
State Planning and Grants Division

CONSULTANT

Public Research and Management, Inc.

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MEMORANDUM NO. 3 - STUDY FINDINGS AND TRAINING RECOMMENDATIONS:

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PREFACE

In South Carolina the Office of the Governor, State Planning and Grants Division as a part of its planning activity under Section 701 of the Federal Housing Act of 1954 funded as Comprehensive Planning Grant S. C. P - 41 (G) retained Public Research and Management, Inc. of Atlanta, Georgia to assist in defining the process of community development, establishing the core categories of administrative and planning occupations involved in the community development process, and preparing a comprehensive training program to meet the needs identified in those areas. A number of draft reports and discussions between S.P.G.D. staff and the Consultant's staff were held. This Consultant prepared a prior "South Carolina Local Government Study" as a publication of the Municipal Association of South Carolina for the S.P.G.D. funded by a prior comprehensive planning grant (S.C.P. - 30 G). That Local Government study had constant input to the present study and is considered incorporated by reference hereto.

The present series of reports by PRM, Inc. consists of four parts. The first part is a draft of working papers titled "Community Development Process", not originally submitted for publication, and the Bibliography used in preparing the series. The second part is "Memorandum No. 1, Local Government Manpower Requirements for Community Development in South Carolina". Its purpose is to present a working definition of the community development process as a basis for specifying relevant core occupational categories at the local government level. These serve to describe the normal organizational patterns of local government in the community development process. Third is "Memorandum No. 2, Local Government Manpower Requirements for Community Development in South Carolina: Study Approach and Methodology". Memorandum No. 2 introduces the question of demands upon the local governmental unit. The specific focus is upon a description of the field work and questionnaire including the approach used, the locations surveyed, and in appendix A, B and C samples of the Manpower Interview Schedule, the Manpower Study Questionnaire, the Local Government Manpower Questionnaire and Manpower Planning Guidebook. The fourth part is "Memorandum No. 3, "Study Findings and Training Recommendations, Local Government Manpower Survey in South Carolina", which gives the conclusions from the local government survey. Included are job categories, present and projected manpower requirements, training recommendations, and in Appendix D specifications for the recommended first order training needs. The entire series should be considered together.

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STUDY FINDINGS AND CONCLUSIONS

PART ONE: FINDINGS

(Section II - Local Government Manpower Survey)

INTRODUCTION

This section deals with the types and numbers of employees that South Carolina local governmental units have now and expect to need through 1975 as related to the community development process. (The term "community development" has been defined in an earlier memorandum).

Prefacing the presentation of this quantitative data, it is necessary to explain the research methodology, procedures and assumptions that preceded its tabulation, analysis and interpretation. As prescribed, the Contractor mailed over two-hundred questionnaires to local governmental units in South Carolina. Respondents were requested to inventory their current employment, and evaluate their manpower needs thru 1975. This was to be done for eight (8) broad core occupation categories. These are categories within which functionally related jobs are grouped for purposes of study and analysis. The eight (8) categories and examples of included jobs (as defined in memorandum number one) are:

Job Category I- General Government Occupations- these occupations are concerned with overall administration and control of local government functions, including day to day administration, long and short term planning, financing governmental operations, personnel administration and staffing, and providing supportive technical and clerical assistance to all local governmental activities. Jobs included in this category include Mayors, Councilman, Commissioners; Administrative positions such as City Managers, County Administrators, finance directors, city clerks, personnel directors, accountants, purchasing agents, and supportive such as clerks, typists, stenographers, secretaries, account clerks, cashiers, bookkeepers, computer programmers and operators, etc.

Job Category II- Public Protecton and Safety Occupations- These occupations
entail responsibility for planning, directing, and implementing all of the
activities of a local government's public safety agenices, such as the police
department, fire department, civil defense department, codes enforcement
agencies and the Courts. Examples of jobs included in this category are:
sheriffs, deputy sheriffs, police, firemen, criminal investigators,
building and related inspectors, civil defense workers, bailiffs, court clerks,
judges, probation officers, etc.

Job Category III- Human Resources Occupations- These occupations are concerned
with the care, cultivation, rehabilitation education, and productive
utilization of manpower resources. Examples of jobs included in this occupation
are: Teachers, principals, education administrators, technical-vocational
instructors, hospital administrators, public health physicians, nurses,
sanitarian, medical technologists, practical nurses, caseworkers, social
workers, etc.

Job Category IV- Recreation and Culture Occupations- These occupations are
concerned with the satisfaction of various recreational and cultural needs of
the community. Examples of jobs included in this category are parks and
recreation directors, recreation planners, recreation specialists, recreation
leaders, museum curators, library directors, librarians, library assistants
and technicians, etc.

Job Category V- Housing and Environment Occupations- These occupations are
concerned with the planning, production, and upkeep of adequate private
and public housing, and the evaluation and improvement of neighborhood
and community environments. Positions included herein are responsible for
such activities as construction, maintenance, and operation of water supply,

sewage and sanitation, municipal waste disposal; public housing and the operation and maintenance of municipal or public buildings. Examples of jobs included are utilities engineers, engineering technician, utilities directors and supervisors, water and sewer plant operators and technicians, linesmen, groundsmen, sanitation superintendents, sanitation workers, urban renewal workers, community relations affairs, community planners, planning aides, etc.

Job Category VI- Transportation Occupations- These occupations are concerned with the planning, development, implementation, operation, and upkeep of transportation systems and vehicles. Examples of jobs included in this category are engineers, engineering aides, public works directors and supervisors, mechanics, construction equipment operators, labor foremen, etc.

Job Category VII- Natural Resources Occupations- These occupations are concerned with the location, identification, cultivation, conservation, extraction, and utilization of natural resources. Examples of jobs in this category include environmental engineers, chemical engineers, chemists, biologists, forester, field technicians, etc.

Job Category VIII- Economic Development Occupations- These occupations are concerned with the planning, direction, and implementation of programs aimed at providing economic opportunities for citizens, and promoting development and expansion of industry, commerce, and agriculture within the community. Examples of jobs in this category include economic development directors, employment counselors, economists, agricultural agents, community planners, planning aides, etc.

Of these two hundred questionnaires, responses were received from forty-four municipalities and eleven counties. Additionally, the Contractor conducted intensive, on-site and detailed analyses of the organizational structure and manpower needs of some thirty local units. These on-site observations,

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which preceded the mailing of the questionnaire, served to: (1) familiarize and acquaint the Contractor on a first hand basis, with the particular manpower problems and needs of specific, representative localities (the on-site interviews thus provided a frame of reference within which to prepare a relevent questionnaire), and (2) further refine and revise the results of the returns from that questionnaire. Limited by factors of time and money, the Contractor had to depend substantially upon the fifty-five responses from the questionnaire, in addition to the information gathered from the on-site observations, as the primary data source.

Then, to reinforce the basic validity of the sample, a stratfied sampling procedure was developed. A stratified sample is one where, "[the] population if first broken down into strata such that elements within each stratum are more alike than the elements of the population as a whole. Then an assigned part of the sample is drawn from each stratum by random selection. "[1] The major benefit of such a procedure is derived when "a population is made up of fairly uniform parts or strata, the precision of sample results can be improved by stratification. "[2] Following this method, six (6) distinct groupings of municipalities differentiated on the basis of population, were established, with the counties grouped in a separate, universal category. The six (6) groupings were based on the following population classes: (1) under 1,000 (2) 1,000-5,000 (3) 5,000-10,000 (4) 10,000-25,000 (5) 25,000-50,000 (6) 50,000 and over.

At this point, due to the above mentioned limitations, it was necessary to make a first assumption that the respondents were basically representative of the municipalities in their population class. Then, too, it was necessary to accept the figures submitted by the respondents, tempered of course, by the professional judgement of the Contractor and the results of the intensive on-site survey

[1] William A. Spurr and Charles P. Bonini, <u>Statistical Analysis for Business Decisions</u>
p. 319

[2] <u>Ibid</u>.

as a reasonably accurate assessment of their current and future

manpower requirements. Because of the small percentage of response from Group

I (under 1,000) municipalites, a third basic assumption was necessary. This

premise was that the smaller governmental units would offer services more

limited in scope and diversity than larger municipalities. Therefore, data

gathered for larger municipalities was held to be equally valid for smaller

local units. Moreover, projections for smaller units were determined to be

less difficult because growth and behavior patterns in these communities are

highly predictible.

The stratified sampling method was reinforced by the distribution of the

forty-four municipal government responses, in that, the percentage of response

increased with each subsequent population class. For example, in Group I,

only five (5) municipalities of the one-hundred and twenty-nine in that class

replied (a return of only 3.87%). Contrasted to this is the much higher percentage

of response of 60% for cities in Group V, where three (3) of five (5) replied

to the questionnaire. These percentages were of primary importance in deriving

current employment estimates and in the subsequent manpower projections to 1975,

for they were used as the statistical basis for projecting these manpower levels

and requirements. Hence, the relatively high response percentages in all but

the lowest population groups have helped assure acceptable accuracy and

validity in the survey projections.

To further validate the sample, current employment figures were

audited against the data presented in the 1967 South Carolina Census of

Governments Report. For those core occupations categories most comparable, based

on the definitions of the Contractor and the Census of Governments Report

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(i.e. General Government, Public Safety, Recreation and Culture, Housing and Environment) an expectable, natural rate of increase in municipal employment occurred between 1967 and 1971. Furthermore, total employment figures for municipal governments reflect this natural increase, with the Census of Governments Report showing 10,981 municipal employees (Statewide) for 1967 compared with the Contractor's figures of 15,578 for 1971.

However, the County data received was found, upon cross--verification, to be unreliable for the purposes of sound analysis. The returns indicate that, even though the questionnaire asked for employees of State functions decentralized to the County level, e.g. Health, Welfare, etc., the returns in these areas were obviously distorted (very low). In addition, the decentralized administrative structure of county governments was a prohibitive factor in locating one knowledgable administrator for purposes of providing accurate and representative data. Thus, only those core-occupation categories of General Government and Public Safety, for which the Contractor's data showed some veracity, were analyzed in the subsequent section.

A Summarization of Local Governments Manpower Requirements: Present and Projected.

As indicated, current manpower inventory and future projections herein are based on: (1) a sample derived from fifty-five (55) returned questionnaires (2) on-site observations and interviews. Data from these two (2) primary sources are modified, in some instances, in the following section by the Contractor's professional judgement.

The following summarization is divided into two (2) components. The first component is concerned with core occupation categories basic to the functioning of all local units, irrespective of population class. These categories, which are those that are commonly identified as governmental line functions, are General Government, Public Safety, Housing and Environment

(primarily dealing with public utilities and sanitation) and <u>Transportation</u> (primarily dealing with public works and engineering). The second component deals with auxiliary functions of government, which are less vital and, hence, more optional in nature. The core-occupation categories within this component are <u>Recreation and Culture</u>, <u>Human Resources</u>, <u>Natural Resources and Economic Development</u>.

In the examination of these components two methods are utilized in determining current and future manpower distribution trends. The first method involves the analysis of specific core-occupations as they relate (in terms of percentages of the whole) to total local government employment for each population group. This is done both for current employment and future manpower needs. Secondly, a projected average annual increase of future manpower needs is calculated and presented.

(FOR EASY REFERENCE PURPOSES, THESE PERCENTAGES OF EMPLOYMENT CONCENTRATION AND AVERAGE ANNUAL INCREASES, IN ADDITION TO ABSOLUTE CURRENT AND PROJECTED NUMBERS OF EMPLOYEES, ARE PRESENTED IN TABLES AT THE CONCLUSION OF THE SECTION.)

Manpower Requirements in Basic Line Functions

Local units, in each population class, exhibit their primary concern with the aforementioned basic line functions of government. The Contractor's employment statistics substantiate this statement. The statistics also show that in population groupings of over 10,000 (Groups IV thru VII), the percentage of employment concentration in the line functions gradually decreases. The percentages of local employees now engaged in jobs within these line function core categories are as follows:

*Group I--86.48%	Group IV--90.6%
Group II--95.1%	Group V--89.3%
~ Group III--97.1%	Group VI--85.9%

* Percentages of various types of core category employees in this grouping will be aberrant, due mainly to the low total numbers of employees within these sized jurisdictions.

In terms of future manpower requirements these percentages (which reflect that portion of total local employees engaged in these activities) should not change appreciably.

The average annual increase in manpower within these line function Categories, as predicted by sample respondents, are as follows:

> Group I--1.72%
>
> Group II--10.9%
>
> Group III--7.33%
>
> Group IV--7.74%
>
> Group V--6.67%
>
> Group VI--6.66%

This means for example, that there will, by 1975, be 1.72% more employees involved in the provision of line services than there are in 1971 (for all cities with populations of 1000 or less).

Employment Within Line Categories

Of the line-oriented core-occupation categories, <u>Public Safety</u> shows the largest percentage of current employment in relation to total current employment.

<u>Percentage of Total Employment Force Represented by Public Safety Occupations</u>

> Group I-- 42%
>
> Group II--37.7%
>
> Group III--42.0%
>
> Group IV--9.0%
>
> Group V--39.4%
>
> Group VI--40.7%

Reported future manpower needs indicate that this high percentage level of personnel in Public Safety, relative to total employment will be maintained. Of greater significance, however, is the high average annual percentage increase in all population classes, except for Groups I and VI. Despite the high percentage and quality of response from Group VI municipalities, it is difficult for the Contractor to accept a .7% annual average increase in the highly urbanized Group VI municipalities, as a realistic figure. There are two (2) reasons for challenging this statistic. The first reason is the known high rate of crime in urbanized areas concomitant with the probable continuation of significant urban crime rates. Secondly, the comparatively high projected average annual percentage increases for Groups II-V (and the Counties) are in distinct contrast with the figures for Group VI. These percentages are as follows:

Projected Annual Average Percentage Increases In Public Safety Employees

Group II--8.42%	Group V--7.45%
Group III--8.07%	*Group VI--.7%
Group IV--8.32%	Counties--10.1%

In light of these percentages, the Contractor feels it is reasonable to project at least a 9% average annual increase in Public Safety personnel for Group VI municipalities.

The continuing need for large numbers in the Public Safety occupations can be attributed greatly to South Carolina's increasingly high crime rate in most categories (except for murder and manslaughter). The subsequent table gives a numerical summary of recent relevent data:

* Based on questionnaire returns preceding modifications.

Major Crimes, 1960 and 1966 ·
By Types Per 100,000 Population

Type of Crime	1960 U.S.	So. Atl. Area	S.C.	1966 U.S.	So. Atl. Area	S.C.
Murder and Non-negligent Manslaughter	5.1	9.7	13.3	5.6	9.1	11.6
Forceable Rape	3.7	7.8	9.4	12.9	12.7	13.0
Robbery	49.7	35.5	20.4	78.3	69.1	28.7
Aggravated Assault	72.6	118.9	102.2	118.4	179.1	172.0
Burglary-Breaking or Entering	457.9	440.8	371.4	699.6	653.4	476.5
Larceny	264.4	220.5	205.4	456.8	416.7	355.1
Auto Theft	179.2	140.6	104.7	284.4	227.6	153.5

* Source: U.S. Department of Justice, Uniform Crime Report for the United States

Next, in terms of the magnitude of current employment percentage of
total current employment, are occupations relating to Housing and Environment.
Current employment data show that five (5) of six (6) population classes range
from 23.0% to 36.9% in the employment concentration/total employment ratio.
Group I deviates from this range, showing only 8.6% of total employment in
that population group engaged in Housing and Environment occupations.

The percentage engaged in Housing and Environment occupations relative
to total employment, should remain in the same high proportion over the next
four (4) years. Moreover, average annual percentage increases in these
categories should be consequential. The projected increases range from a low
of 2.09% in Group I towns to a high of 15.7% for Group II municipalities,

with the other population classes increasing at rates varying from 3.5 to 9%.

In the area of General Government, the smaller localities, though considerably less specialized than larger units within this category, show a larger percentage manpower relative to total current employment than the larger municipal units. For instance, Groups I and II have 25.9% and 17.8% respectively engaged in these occupations, compared to the following figures of Group III--11.0%, Group IV--11.0%, Group V--6.3% and Group VI--6.9%. Manpower levels in the future, for the General Government core-occupation, can be expected to remain in basically the same ratio to total employment. However, appreciable average annual percentage growth rates of between 2% and 8% should occur.

The differences in manpower levels, for General Government occupations between the smaller and larger municipalities is explained by the reverse differentials for Transportation occupations. In Group I and II municipalities, current manpower levels engaged in the Transportation category relative to total employment are only .72% and 3.2%. However respective manpower concentration percentages, of 7.2, 18.9, 17.5 and 12.0, for Groups III, IV, V, and VI, are considerably higher.

As with previously profiled line function occupations, future manpower levels can be expected to remain in a percentage range generally comparable to current personnel concentration/total employment ratios. Though these types of ratios should remain the same, average annual increase percentages point to significant personnel additions, especially for Group II municipalities, in the Transportation occupations. The following percentages of projected annual increases provide documentation.

Projected Average Annual Increases for Transportation Occupations

1. Group I--7.75%
2. Group II--26.9%
3. Group III--14.7%
4. Group IV--8.3%
5. Group V--6.27%
6. Group VI--7.4%

Manpower Requirements in Auxiliary Functions:

The second component of this summarization deals with the auxiliary core-occupation categories. More specifically, these types of occupations include those in the categories of Human Resources, Recreation and Culture, Natural Resources and Economic Development. These core-occupations are generally considered to be supplemental to the basic line functions of local governments.

These auxiliary functions, though exercised to a lesser degree by smaller municipalities, are generally applied on a much larger scale by more urbanized municipalities. This can be demonstrated in terms of percentages of total current employment, allocated to these occupational groupings, relative to total current employment.

Employment within Auxiliary Functions Expressed as a Percentage of Total Local Governmental Employment.

Group I--13.54%
Group II--4.9%
Group III--2.9%
Group IV--9.4%
Group V--10.7%
Group VI--14.1%

As can be seen, the percentage of concentration in the auxiliary core occupations rise, in Groups III thru VI, with each subsequent population level.

In the future, these occupation-categories in terms of future percentages of employment concentration, should not change radically. However, significant change should occur in South Carolina urbanized areas, (Groups IV, V, and VI) with the

average annual percentage increase projected for auxiliary occupations to be 8.3%. The less urbanized localities should experience little growth, except in <u>Recreation and Culture</u>, in these occupation-categories. Excluding Recreation and Culture, the expected annual average percentage increase for the remaining three (3) categories is only 3.69%. With Recreation and Culture included, the mean annual increase rises to 13.3%.

These trends can be attributed to two (2) factors. The first factor is the population movement away from municipalities of under 5,000 people. These smaller units thus do not experience radical changes brought by rapid urbanization that necessitate such specialized, technical occupations in the areas of Natural Resources, Economic Development and Human Resources, more commonly found in larger municipalities. The preliminary South Carolina <u>1970 Census</u> figures of the United States Bureau of the Census verifies this population movement:

Population of Incorporated Places of 1,000 Inhabitants or More: 1970 and 1950

[Minus sign (-) denotes decrease]

Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970	Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970
ABBEVILLE CITY							
AIKEN CITY				GEORGETOWN CITY			
ALLENDALE TOWN				GOOSE CREEK TOWN			
ANDERSON CITY				GREAT FALLS TOWN			
ANDREWS TOWN				GREENVILLE CITY			
BAMBERG TOWN				GREENWOOD CITY			
BARNWELL CITY				GREER TOWN			
BATESBURG TOWN							
BEAUFORT CITY				HARTSVILLE TOWN			
BELTON TOWN				HEMINGWAY TOWN			
BENNETTSVILLE CITY				HOLLY HILL TOWN			
BISHOPVILLE TOWN				HIGH PATH TOWN			
BLACKSBURG TOWN							
BLACKVILLE TOWN				ISLE OF PALMS CITY			
EDGMAN TOWN				IVA TOWN			
BRANCHVILLE TOWN				JACKSON TOWN			
CALHOUN FALLS TOWN				JOHNSONVILLE TOWN			
CAMDEN CITY				JOHNSTON TOWN			
CAYCE CITY							
CENTRAL TOWN				KERSHAW TOWN			
CHARLESTON CITY				KINGSTREE TOWN			
CHERAW TOWN				LAKE CITY TOWN			
CHESNEE TOWN				LAMAR CITY			
CHESTER CITY				LANCASTER TOWN			
CHESTERFIELD TOWN				LANGLEY TOWN			
CITY VIEW TOWN				LATTA TOWN			
CLEMSON VILLAGE				LA FRANS CITY			
CLINTON TOWN				LEESVILLE TOWN			
CLOVER TOWN				LIBERTY TOWN			
COLUMBIA CITY				LORIS TOWN			

*

Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970	Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970
CONWAY TOWN	8 105	8 353	-3.3	LYMAN TOWN	1 101	1 253	-9.3
COOPERS TOWN	1 490	2 033	-3.4	MC COLL TOWN	2 643	2 679	0.2
DARLINGTON TOWN	6 926	6 710	3.3	MC CORMICK TOWN	1 927	1 993	-3.3
DENMARK TOWN	3 430	3 221	6.9	MANNING TOWN	3 973	3 917	1.6
DILLON TOWN	5 755	6 173	-6.5	MARION TOWN	7 317	7 174	2.0
DUE WEST TOWN	1 353	1 166	16.9	MAULDIN TOWN	3 777	1 452	153.3
DUNCAN TOWN	1 239	1 166	7.5	MINERAL SPRING TOWN	3 266	3 035	10.5
EASLEY CITY	10 413	8 343	29.3	MOUNT PLEASANT TOWN	6 552	5 115	19.3
EDGEFIELD TOWN	2 743	2 673	---	MANNING TOWN	5 437	6 239	-5.9
ELLOREE TOWN	1 032	1 031	-1.8	MYRTLE BEACH TOWN	8 291	7 834	5.7
ESTILL TOWN	1 917	1 865	2.8	NCARESBY TOWN	9 032	8 203	10.6
FAIRFAX TOWN	1 492	1 424	6.7	NEW ELLENTON TOWN	2 525	2 304	0.4
FLORENCE CITY	25 490	24 722	3.0	NINETY SIX TOWN	2 113	1 135	-5.9
FOREST ACRES TOWN	6 575	3 143	---	OLANTA TOWN	1 332	1 347	-3.3
FORT MILL TOWN	4 427	3 335	34.1	NORTH AUGUSTA CITY	12 735	15 348	23.1
FOUNTAIN INN TOWN	3 434	2 343	44.6	NORTH MYRTLE BEACH TOWN	1 671	...	...

Standard notes: - Represents zero.   ... Not applicable.   NA Not available.
[Incorporated subsequent to April 1, 1970.]

Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970	Incorporated Places	1970 (preliminary)	1960	Percent change 1960 to 1970
ORANGEBURG CITY	13 141	13 852	-4.9	SUMMERTON TOWN	1 273	1 504	-15.3
PACOLET TOWN	1 350	1 252	8.4	SUMMERVILLE TOWN	3 632	3 633	-3.7
PACOLET MILLS TOWN	1 505	1 475	2.0	SUMTER CITY	23 511	23 062	2.1
PAGELAND TOWN	2 095	2 020	3.8	SURFSIDE BEACH TOWN	1 232	...	...
PAMPLICO TOWN	1 043	963	6.1	TIMMONSVILLE TOWN	2 154	2 176	-0.4
PENDLETON TOWN	2 602	2 353	10.3	TRAVELERS REST CITY	2 171	1 973	10.4
PICKENS TOWN	2 678	2 156	30.9	UNION CITY	10 650	10 191	6.5
PORT ROYAL TOWN	2 725	625	257.8	VARNVILLE TOWN	1 515	1 461	3.7
RIDGELAND TOWN	1 067	1 192	-10.5	WALHALLA TOWN	3 640	3 431	6.2
ROCK HILL CITY	33 619	29 404	14.3	WALTERBORO CITY	5 887	5 417	8.7
ST. GEORGE TOWN	1 799	1 833	-1.9	WARE SHOALS TOWN	2 320	...	...
ST. MATTHEWS TOWN	2 669	2 633	-1.0	WELLFORD TOWN	1 179	1 046	13.4
ST. STEPHENS TOWN	1 340	1 452	-7.7	WEST COLUMBIA CITY	7 512	6 410	17.2
SALUDA TOWN	2 373	2 046	13.6	WESTMINSTER TOWN	2 950	2 813	5.7
SENECA TOWN	5 635	5 227	13.6	WHITMIRE TOWN	2 265	2 663	-15.7
SIMPSONVILLE TOWN	3 287	2 292	44.0	WILLIAMSTON TOWN	4 505	3 721	7.5
SOUTH CONGAREE TOWN	1 624	650	119.1	WILLISTON TOWN	2 597	2 722	-4.5
SPARTANBURG CITY	43 536	44 352	-1.8	WINNSBORO CITY	3 340	3 479	-4.0
SPRINGDALE TOWN	2 626	1 002	162.1	WOODRUFF TOWN	6 037	3 679	23.6
SULLIVANS ISLAND TOWN	1 355	1 355	2.0	YORK TOWN	5 011	4 755	5.3

Standard notes: - Represents zero.   ... Not applicable.   NA Not available.
[Incorporated subsequent to April 1, 1970.]

A second and probably more important factor is the severe financial limitations faced by small localities which have a miniscule tax base from which to derive revenue. It is primarily this limitation that prohibits any large scale concern with auxiliary functions.

Employment within Auxiliary Function Occupations:

The area of Human Resources functions (i.e. Health, Welfare, etc.) has traditionally been the administrative concern of County governments. The low current levels of manpower in Human Resources occupations, even in the most urbanized municipalities, are evidence of this practice. The current employment concentration percentages in the Human Resource Area, relative to total employment, add further weight to this observation:

*Source: United States Bureau of the Census, The 1970 Preliminary Census for South Carolina.

Group I--0%

Group II--.01%

Group III--.04%

Group IV--0%

Group V--0%

Group VI--1.2%

As to future requirements, Groups IV and V municipalities despite their

increasingly urbanized characteristics, did not express any need (in their

returned questionnaires) for manpower in Human Resources occupations. However,

given the increasing magnitude of population and the resultantly more complex

problems (i.e. disease, poverty, crime engendered by urbanization, etc.)

the Contractor has projected modest increases in personnel requirements for

municipal units in Groups IV, V, and VI. Moreover, functions related to

Health, Welfare, etc. should be increasingly exercised by municipalities,

because of their more direct involvement with and proximity to urban problems.

Whereas the expressed need for personnel in Human Resource occupations was

minute, the current manpower inventory and indicated future requirements in

the Recreation and Culture core-occupations, were of much greater magnitude.

Moreover, current manpower concentrations (taken as a % of the total employment

force) in Recreation and Culture show a postive correlation with increased

municipal population levels. Current employment concentration in the Recreation

and Culture Area are presented by population class in the following schedule:

Group I--2.15%

Group II--1.3%

Group III--1.8%

Group IV--9.0%

Group V--10.0%

Group VI--11.7%

However, future projected requirements are in contrast to the present trend.
The Contractor's statistics indicate that, based on average annual increase
percentages, Recreation and Culture occupations' needs can be expected to
increase substantially in all local units, but greatest in smaller municipalities.
The average annual growth rates through 1975 are projected as follows:

>Group I--25%
>
>Group II--3.3%
>
>Group III--13.4%
>
>Group IV--7.5%
>
>Group V--11.2%
>
>Group VI--4.6%

A relevant consideration in these high projected rates of growth in the
Recreation and Culture core occupation category, is the rapidly evolving
leisure - oriented society in the United States. The trends show that people
have and will continue to have more time for leisure activities. For instance,
the average work week for production workers in South Carolina has decreased
between 1965 and 1969 almost one (1) hour.[3]

The creation of Natural Resources occupations, at a local government level,
is a product of this age of environmental concern. However, South Carolina
localities currently employ only a few persons in the Natural Resource
occupations. In fact there are approximately, (based on the Contractor's
estimates) only between twenty and thirty such personnel employed by South
Carolina's municipalities. Though the state of the environment is a matter
of concern for all localities, irrespective of population class, the most
pressing need for Natural Resources manpower is in highly urbanized municipalities.

3: United States Bureau of Labor Statistics, Labor Force, Employment and Earnings.
1970.

It is here, due to the higher density of population and more centralized nature of economic activity, that pollution of the water and air is the greatest. The following quotation amply states the need, "A major problem faced by most communities is the effective development, protection and management to its water resources in order to provide an adequate water supply for the needs of all water users. There is a need for effective water policies encompassing all areas of water management, water use, water rights and water quality. There is a need for establishment and enforcement of water quality standards and for control of population involving reasonable stream use and recognizing the characteristics and usage of water ways.

The problem of water pollution in South Carolina grows more critical each year with the State's expanding urban population. This problem will continue to increase in magnitude. Many communities do not have adequate treatment facilities and are not in a position presently to insure a pure and wholesome water supply."[4]

Therefore, in the Contractor's opinion the following minimum manpower requirements for Natural Resources occupations, are justified:

       Group IV--An increase of eleven by 1975.

       Group V-- An increase of five (5) by 1975.

       Group VI--An increase of five (5) by 1975.

NOTE: This will assure every included municipality of at least one (1) occupational specialist in the Natural Resources field by 1975.

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[4] Public Research and Management, <u>South Carolina Local Government Study</u>, 1969, p. 1-4

As was the case with Natural Resource occupations current employment levels in the <u>Economic Development</u> core-occupation category are inadequate. At present, there are only 72 engaged in these type occupations statewide. This low manpower level is obvious when viewed in terms of the following <u>employment concentration percentages:</u> (taken as a % of the <u>total</u> employment force)

Group I--.72%

Group II--.68%

Group III--.008%

Group IV--0

Group V--.5%

Group VI--.2%

Future manpower requirements for Economic Development occupations, especially in highly urbanized areas (Group IV, V, and VI), are of great importance. The rapidity of modern urban physical and economic expansion, necessitate increases in manpower levels for this core-occupation category.

To wit-----"South Carolina communities face severe fringe area development problems due to rapidly expanding populations in and around established cities. Its cities and towns do not have equitable and workable annexation procedures designed primarily in terms of community needs. Antiquated, restrictive annexation laws, coupled with the almost unrestricted establishment of special service districts have led to chaotic conditions in urban fringe areas." [5]

Thus, in the opinion of the Contractor, the following manpower requirements in the Economic Development core-occupation category are justified:

Group IV--An increase of eleven by 1975

Group V--An increase of five (5) by 1975

[5] Public Research and Management, <u>op. cit.</u> p. I-5

Group VI--An increase of five (5) by 1975 .

Moreover, based on the judgement of the Contractor, the limited expressed

manpower needs of municipalities in Groups I, II, and III are warrented.

As previously indicated, the following tables present a _total_ numerical

synopsis of absolute numbers of employees (both current and projected) and the

percentages of employment concentration and average annual increases for the

eight (8) core-occupation categories.

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PROJECTED ANNUAL AVERAGE INCREASES

GROUP I

5 RESPONSES OF 129 CITIES

SAMPLE REPRESENTS 3.87% OF TOTAL INCREASES

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	1972	1975
GENERAL GOVERNMENT	930	26	2.74%	26	76
PUBLIC SAFETY	1834	26	1.05%	52	25
HUMAN RESOURCES	0	0	0	0	0
RECREATION AND CULTURE	77	0	25.0%	26	5i
HOUSING AND ENVIRONMENT	310	0	2.09%	0	26
TRANSPORTATION	26	0	7.6%	2*	8*
NATURAL RESOURCES	0	0	0	0	0
ECONOMIC DEVELOPMENT	26	0	0	0	0

* Contractor's Judgement

PROJECTED ANNUAL AVERAGE INCREASES

GROUP II

I. NINETEEN OUT OF EIGHTY-SEVEN CITIES

SAMPLE REPRESENTS 21.83% OF TOTAL CITIES IN THIS GROUPING

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	PROJECTED INCREASES 1972	1975
I. GENERAL GOVERNMENT	723	14	6.91%	77	133
II. PUBLIC SAFETY	2024	14	8.42%	371	311
III. HUMAN RESOURCES	5	0	25%	0	5
IV. RECREATION AND CULTURE	55	9	33%	27	41
V. HOUSING AND ENVIRONMENT	1145	9	15.7%	348	371
VI. TRANSPORTATION	137	0	26.9%	92	55
VII. NATURAL RESOURCES	0	0	0	0	0
VIII. ECONOMIC DEVELOPMENT	28	0	2.73%	0	14

PROJECTED ANNUAL AVERAGE INCREASES

GROUP III

I. TEN RESPONSES OUT OF TWENTY-FOUR CITIES

SAMPLE REPRESENTS 41.66% OF TOTAL CITIES IN THIS GROUPING

			PROJECTED INCREASES		
	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	1972	1975
I. GENERAL GOVERNMENT	250	2	4.1%	17	24
II. PUBLIC SAFETY	957	22	8.07%	91	218
III. HUMAN RESOURCES	10	0	0	0	0
IV. RECREATION AND CULTURE	41	0	13.4%	10	12
V. HOUSING AND ENVIRONMENT	835	10	6.6%	50	170
VI. TRANSPORTATION	163	10	14.7%	10	14
VII. NATURAL RESOURCES	0	0	0	0	0
VIII. ECONOMIC DEVELOPMENT	.2	0	87.5%	2	5

PROJECTED ANNUAL AVERAGE INCREASES

GROUP IV

I. FOUR RESPONSES OUT OF ELEVEN CITIES

SAMPLE REPRESENTS 36.36% OF TOTAL CITIES IN GROUPING

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	1972	1975
I. GENERAL GOVERNMENT	118	0	4%	11	8
II. PUBLIC SAFETY	404	22	8.32%	69	66
III. HUMAN RESOURCES	0	0	N/A	0	5*
IV. RECREATION AND CULTURE	99	6	7.5%	19	11
V. HOUSING AND ENVIRONMENT	247	0	9.0%	50	39
VI. TRANSPORTATION	203	0	8.3%	41	17
VII. NAUTRAL RESOURCES	0	0	N/A	3	8
VIII. ECONOMIC DEVELOPMENT	0	0	N/A	5	6*

* Contractor's Judgement

PROJECTED ANNUAL AVERAGE INCREASES

GROUP V

I. THREE RESPONSES OUT OF FIVE CITIES

SAMPLE REPRESENTS 60% OF TOTAL CITIES IN THIS GROUPING

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	1972	1975
I. GENERAL GOVERNMENT	111	0	6.75%	13	17
II. PUBLIC SAFETY	691	22	7.45%	95	111
III. HUMAN RESOURCES	0	0	N/A	0	5*
IV. RECREATION AND CULTURE	176	10	11.2%	37	42
V. HOUSING AND ENVIRONMENT	458	20	5.73%	27	78
VI. TRANSPORTATION	307	8	6.27%	25	52
VII. NATURAL RESOURCES	0	0	N/A	2*	2*
VIII. ECONOMIC DEVELOPMENT	10	2	12.5%	3	2

* Contractor's Judgement

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PROJECTED ANNUAL AVERAGE INCREASES

GROUP VI

I. THREE RESPONSES OUT OF THREE CITIES

SAMPLE REPRESENTS 100% of CITIES IN THIS GROUPING

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	1972	1975
I. GENERAL GOVERNMENT	189	3	5.82%	17	27
II. Public Safety	1103	16	9.0%	100*	297*
III. HUMAN RESOURCES	33	0	6.75%	0	9*
IV. RECREATION AND CULTURE	318	14	4.6%	21	38
V. HOUSING AND ENVIRONMENT	712	52	3.5%	39	62
VI. TRANSPORTATION	325	18	7.4%	38	59
VII. NATURAL RESOURCES	19	0	N/A	0	5*
VIII. ECONOMIC DEVELOPMENT	6	4		0	5*

* Contractor's judgement

PROJECTED ANNUAL AVERAGE INCREASES

COUNTIES

11 RESPONSES OF 46 COUNTIES

SAMPLE REPRESENTS 23.91% of TOTAL COUNTIES

	CURRENT EMPLOYMENT	CURRENT VACANCY	ANNUAL AVERAGE INCREASE	PROJECTED INCREASES	
				1972	1975
General Government	1321	4	9.5%	204	292
Public Safety	1371	4	10.1%	217	334

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EMPLOYMENT CONCENTRATION--TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
GROUP I

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	1975 % OF TOTAL EMPLOYMENT
I. General Government	1930	25.9	1,032	27
II. Public Safety	1834	5i.2	1,911	50
III. Human Resources	0	0	0	0
IV. Recreation and Culture	77	2.15	154	4.
V. Housing and Environment	310	8.66	336	8.7
VI. Transportation	26	.72	34	.97
VII. Natural Resources	0	0	0	0
VIII. Economic Development	26 / 3203	.72	26 / 3493	.68

EMPLOYMENT CONCENTRATION --TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
GROUP II

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
I. General Government	723	17.	933	15
II. Public Safety	2024	47.9	2706	44.6
III. Human Resources	5	.01	10	.01
IV. Recreation and Culture	55	1.3	123	2.
V. Housing and Environment	1145	27.	1864	30.7
VI. Transportation	137	3.2	284	4.6
VII. Economic Development	.28	3.	.42	2.3
	4117		5962	

EMPLOYMENT CONCENTRATION -- TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
GROUP III

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
General Government	250	11.	291	10
Public Safety	957	42.	1,266	43.9
Human Resources	10	.04	10	.3
Recreation and Culture	41	1.8	63	2.
Housing and Environment	835	36.9	1.055	36.6
Transportation	163	7.2	187	6.
Natural Resources	0	0	0	0
Economic Development	2	.008	9	.3
	2258		2881	

EMPLOYMENT CONCENTRATION--TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
<u>GROUP IV</u>

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
General Government	118	11.	137	97
Public Safety	404	37.7	539	38.4
Human Resources	0	0	2	.08
Recreation and Culture	99	9	129	9
Housing and Environment	247	23.	336	23.9
Transportation	203	18.9	261	18.6
Natural Resources	0	0	11	.4
Economic Development	0	0.	11	.4
	1071		1462	

EMPLOYMENT CONCENTRATION --TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
GROUP V.

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
General Government	111	6.3	141	6.2
Public Safety	691	39.4	897	39.7
Human Resources	0	0	5	.2
Recreation and Culture	176	10	255	11.3
Housing and Environment	458	26.1	563	24.9
Transportation	307	17.5	384	17
Natural Resources	0	0	5	.2
Economic Development	10	.5	15	.6
	1753		2265	

EMPLOYMENT CONCENTRATION --TAKEN AS A PERCENTAGE
OF TOTAL EMPLOYMENT (CURRENT AND PROJECTED)
GROUP VI

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
General Government	189	6.9	233	7.6
Public Safety	1103	40.7	1500	43.9
Human Resources	33	1.2	34	1.
Recreation and Culture	318	11.7	377	12.3
Housing and Environmnet	712	26.3	813	26.7
Transportation	325	12.	422	13.8
Natural Resources	19	.7	24	.7
Economic Development	6	.2	11	.2
	2705		3414	

TOTAL EMPLOYMENT (CURRENT AND PROJECTED) COUNTIES

OCCUPATION CATEGORY	CURRENT EMPLOYMENT	% OF CURRENT EMPLOYMENT	1975 TOTAL EMPLOYMENT	% OF 1975 TOTAL EMPLOYMENT
General Government	1321	N/A	1817	N/A
Public Safety	1371	N/A	1922	N/A

Concluding Remarks

This summarization, given the restrictive nature of primary information sources, available data, and research methodology, should be utilized only as a general guideline, in the determination of future manpower requirements for South Carolina local governments through 1975. The presented data, as previously mentioned, primarily reflected the responses of local administrators which varied widely in their degree of accuracy and validity. One of the most knowledgable men in the field of manpower forecasting expresses the problems in gauging the validity of these types of sources.

"Apart from difficulties in the way of collecting and interpreting anticipation data of any kind, this survey is handicapped by lack of knowledge about future manpower requirements of an establishment.....Unless longer range personnel.......policies have been firmly established for the respondent organization, it is hard for an organization to arrive at a projection of its own manpower needs. Few organizations usually make such projections. Furthermore respondent's anticipations seem to reflect seasonal variations, more than other components of change. Estimates of future vacancies require allowances for expected separations and other attritions. If, furthermore, the information collecting organization is identified with a major contracting or manpower regulating agency, the respondent may have to overestimate his future manpower needs.................. In short [this].........method would seem to be only a last resort."[6]
The Contractor, also was hamstrung by limited secondary data, and thus only made few modifications upon the responses of local administrators.

A more comprehensive study, entailing much more in cost and time, would have to consider many other pertinent indices in measuring future manpower

[6] J. E. Morton, on Manpower Forecasting, a publication of the W. E. Upjohn Institute, Kalamazoo, Mich. P.20

requirements. Some of these pertinent factors for consideration would be:
(1) the manpower impacts of technology, and more specifically, electronic
data processing, (2) attitudinal factors such as philosophical orientations
and goals of specific local units (3) the population growth patterns of
the State and its localities, which would entail statistical information
on fertility and mortality rates, marriage patterns and anticipated inward
and outward migration trends; (4) the current and anticipated population
composition of the local units in the State, which would include data on income
distribution, race, and labor force characteristics; and (5) the composition
of the physical environment and surroundings of specific localities. The
analysis of these relevant indices would enhance the reliability of manpower
forecast results.

FACTOR ANALYSIS: A Closer Look at the Local Government Manpower Situation

In order for this inventory and evaluation to be of maximum value to the total study effort something more than mere numerical tabulations is required. To properly profile the local government manpower situation (present and projected), an assessment of the education, skill training, experience, motivational factors, attitudes and training readiness of present incumbents is in order. Assessments of these factors, as they currently exist within South Carolina's local governmental work force, necessitate the grouping of the previously defined core category occupations into manageable units. For purposes of these assessments, then, the following generic groupings shall be used.

A. Unskilled and Semi-Skilled Labor

This category includes occupations concerned with the performance of essentially manual tasks which may involve basic technical or mechanical processes, but do not require more than rudimentary skill or dexterity. It includes, but is not limited to, trades helpers, janitors, sanitation workers, street laborers, etc.

B. Skilled Labor

This category includes occupations concerned with the skillful use of tools and mechanical equipment. It includes, but is not limited to, such tradesmen as electricians, plumbers, mechanics, construction equipment operators, etc.

C. Clerical, Sub-Administrative, and Related

This category includes occupations concerned with preparing, transcribing, systematizing, and preserving records and correspondence, and with the performance of minor administrative and general office duties.

D. Technical and Related

This category includes occupations requiring practical knowledge and application of technical and/or scientific processes and procedures, and which may require sufficient knowledge and skill to set up and operate specialized equipment.

E. __Professional, Administrative, Managerial, and Related__

This category includes occupations concerned with the theoretical
and/or practical aspects of such fields as engineering, planning,
law, education, accounting, etc., and with the practical
application of management and/or supervisory practices and
principles.

Education and Skill Training

In terms of basic levels of education and skill training valid observations
(based upon survey results) can be made as follows for local government manpower:

__A & B. Unskilled, Semi-Skilled__ and Skilled Labor - These groupings are represented
in all eight (8) areas of community responsibility (as defined in memorandum
number one (1). However, they are generally concentrated in the Housing and
Environment and Transportation and Communication areas. The general level
of formal education within this group is characteristically low--elementary
school or less. Administrators contacted in this survey have indicated that
the majority of their employees within these categories are poorly educated,
with many being unable to read and write proficiently. Skill training levels
are also generally very low for unskilled laborers (e.g. sanitation workers,
street laborers, etc.). Semi-skilled and skilled laborers have
achieved varying levels of proficiency in the manual and construction trades,
with the primary areas of accomplishment being in equipment operation,
mechanics, and such trades areas as carpentry, masonry , etc. Although
very necessary to many of these jobs, little to no supervisory skill
training is provided at this level.

__C. Clerical, Sub-Administrative, and Other Supportive Jobs-__ This grouping
of employees is represented in all eight (8) areas of community responsibility,
with particularly heavy concentrations in the area of General Government.
Included herein are such jobs as clerks, typists, secretaries, draftsmen,

administrative aides, stock clerks, accounting clerks, bookkeepers,
etc. The general level of formal education, according to responding administrators, is at the high school graduate level, supplemented in many cases by additional schooling in business science or subjects that are technically related to the field of employment (usually acquired at a business school, technical-vocational school or college). Skill training levels for these types of employees are generally commensurate with their level and area of employment. Hence, clerical and secretarial employees have, as a rule, gained generally sufficient training in typing, filing, etc. (either on-the-job or informal training programs) to be reasonably proficient in their work. The same appears to be the case for other types of employees included within this grouping, but it should be observed that most formal training is received outside of the work situation (either pre-employment or through outside schooling and/or training acquired while on the job). Very little skill training of the nature needed by these employees is now being directly provided by the employer, including that of a supervisory nature.

D. Technical and Related Jobs- This group is primarily represented within the Transportation and Communications, Housing and Environment, and Natural Resources areas of community responsibility, although there may be employees of these types found in almost every area. Included jobs are engineering aides, water and sewer plant operators and technicians, planning aides, engineering technologists, medical technologists, housing, building, electrical and plumbing inspectors, etc. The level of formal education of these employees is generally higher than that of employees in groups A and B, but it varies considerably for different types of occupational specialties within the group. Technical specialists in the fields of medicine, engineering, planning, water resources, and related areas, for

example, reportedly possess education above the high school level (by an average of about two (2) years) in their various technical specialties. Codes enforcement and inspections type personnel, on the other hand, are generally educated at the high school level (many somewhat below this level), while their skill training levels are, through extensive on the job involvement and/or other exposure to the skills of their particular occupational area, relatively high. Formal skill training for most technical occupations has been confined largely to educational institutions, although many local governmental employees have aspired to jobs in this group by continuous service with a local governmental organization (through which they "picked up" enough knowledge and skill to do an adequate job). Here again, the matter of supervisory skill has apparently been largely overlooked, and little formal training efforts have been made to improve these employees' ability to effectively supervise.

E. <u>Professional, Administrative, Managerial and Related Jobs</u>- This is, obviously, a broad category of occupational specialties, and it is represented in all eight (8) areas of community responsibility. Included herein are a multitude of governmental occupations, which range from what is considered entry level professional jobs (e.g. police officers, firemen, recreation specialists, junior planners, case workers, etc.) to the top administrative and professional jobs of local government (e.g. City Manager, Director of Finance, Planning Director, Director of Public Safety, Public Works Director, Director of Housing and Relocation, City Clerk-Treasurer, Director of Utilities, Recreation Director, etc.). Also included are the numerous elected officials of local government. There are, within this grouping, separate and distinct levels of educational achievement that are easily

identifiable. These are as follows:

    (1) Lower or entry level positions are generally filled by employees
        with minimum high school education and, in the case of many jobs
        (e.g. engineers, accountants, etc.), with college degrees.

    (2) Positions requiring advanced, specialized knowledge of a
        particular field or fields are presently filled by a relatively
        low number of persons with education beyond the college
        graduate level, and with a considerable number of employees with
        high school or college degrees plus considerable additional
        training (informal or formal, but not necessarily degree oriented).

The skill training levels of employees within this grouping are as equally diverse as are the levels of their educational achievement. Within this broad grouping there is, necessarily, a higher level of skill training than in some of the other groupings. These occupations generally represent the administrative and managerial "core" of the State's local governments, as well as the professional practitioners upon which most governmental functions and services are built. Thus, the levels of skill training represented by the various employees within this group are of a relatively high (or sophisticated) degree. The specific types and nature of skill training currently present in (and being acquired by) these various core category occupatons includes:

    - specific job-related training in the practical application
      of new and/or improved techniques and practices of work performance.
    - management and/or supervisory skill training.

> - training in the area of comprehensive planning, designed
>
>   to improve capacity for coping with governmental problems.
>
> - human relations training aimed at improving motivational and human
>
>   resource management skills.

The range and extent of skill training within this group's core category occupations varies with the type and level of occupation. Most entry level professional jobs entail post-employment skill training of some nature, usually in the specific methods and techniques of work performance (e.g. SLED training for police officers etc.). This training may be presented informally in an on-the-job setting (and frequently is), or it may be gained through participation in formal training programs presented by the employing jurisdiction, the University System, TEC, or other external agency. Advanced level professional, managerial and administrative employees are generally subject to a range of skill training (as described above), but the primary focus remains within the area of specialization. Hence, finance directors are exposed to methods and principles of governmental finance, City Managers are trained in effective labor relations, etc. Most of these advanced skill training efforts are, at present, external in that they are being presented by agencies and organizations outside of the employing jurisdictions. Also, it should be noted that these types of employees necessarily bring to the job some levels of skill training within their professional fields, and the skill training subsequently received is generally aimed at refining and expanding previously acquired skills.

Experience Levels

An assessment of relative experience levels within local government community development occupations can also be made as a result of this project's interview and survey returns. Again, this assessment can be made on the basis of occupational

groupings (as they relate to the pre-defined areas of community responsibility). Specifically, the relative levels of experience for incumbents of core category occupations are as follows:

A & B. Unskilled, Semi-Skilled and Skilled Labor- Turnover or attrition rates are abnormally high in the jobs normally filled by unskilled (and poorly educated) laborers (e.g. sanitation workers, utility crewmen, street laborers, etc.). Hence, the relative levels of job-related work experience are generally low, especially when measured in terms of length of service. This doesn't seem to be overly problematic, however, for the levels of experience required to insure acceptable work performance are also low within these job categories. Semi-Skilled and Skilled Labor occupations (e.g. automotive and construction equipment operator, mechanics, carpenters, brick masons, concrete finishers, maintenance mechanics, custodial workers, etc.) tend to experience relatively lower rates of employee turnover. Within these areas the levels of job-related experience are comparatively higher than those for unskilled laborers. Reportedly, the majority of these types of employees bring some relevant experience to the job, and, through continued service, gain additional work experience. Within these jobs the primary drawback to the provision of adequately trained and educated employees (with appropriate levels of experience) seems to be low pay. Hence, the attraction of properly qualified personnel (from the standpoint of training and experience) is impaired.

C. Clerical, Sub-Administrative, and Other Supportive Occupations- Within these core category occupations there is a high degree of employment stability and thus a comparatively high level of job-related experience among incumbents. The problem of employee turnover is not a major concern, and employees included within this grouping are, therefore, generally possessive of a

of a reasonably high level of work experience in their respective occupational fields.

D. Technical and Related Occupations- Employee experience levels within this group are, again, influenced by levels of pay. This is a somewhat mobile grouping of occupational specialties, and it is presently difficult for many units of South Carolina's local governments to attract and retain fully qualified workers. A great number of these jobs (perhaps the majority) are filled by persons who have "worked their way up through the ranks". Resultantly, levels of experience are relatively high in many of these core occupations, but it is a type of experience that may or may not qualify workers for the jobs that they are currently filling.

E. Professional, Administrative, Managerial and Related Occupations- Experience levels for core area occupations within this important grouping are, of necessity, low for entry level jobs, and increasingly higher for advanced professional, middle management and higher level administrative jobs. This survey of local governments has generally reflected an adequate level of occupationally related experience within this area, although many of the incumbents herein are, again, products of a "coming up through the ranks" process.

A valid experience assessment is a complex undertaking, for it is difficult to define and place a value on a "unit" of experience. However, this study has revealed certain facts (as presented above) about the relative levels of experience within core-area occupations, and it is the Contractor's opinion that these are basically valid and applicable within the framework of this study effort. An expansive study of education, training and experience levels of local government employees would, no doubt, reveal a great deal more specific, factual data in these areas. However, such an effort would, in itself, be an undertaking of major proportions and would be outside the scope of this particular project.

SKILL COMPONENTS OF CORE CATEGORY OCCUPATIONS

All of the core occupations of local government require some degree of job-related skill of their incumbents. Although the exact nature and degree of skills required vary considerably from occupation to occupation; there are certain identifiable skill components common within the various generic groupings of governmental occupations. Because many of these skills are critical to the community development efforts of local governments, they are those upon which efforts to improve the quality of the public service must center. Hence, it is necessary within this study to identify and analyze these common skill components.

The common skill components of core category occupations are those skills that are basic to several allied or similar areas of functional operations, and that are needed by or common to all employees whose jobs are related to these functional operations. The skill components for South Carolina's local governmental occupations, which have been generally identified during the course of this study, are as follows:

A. Unskilled and Semi-Skilled Laboring Occupations require common skills in:

--manual dexterity

--the use and/or operation of basic hand tools and simple mechanical equipment

B. Skilled Laboring Occupations (including the mechanical trades) require common skills in:

--manual dexterity

--use and/or operation of complex tools and mechanical and automotive equipment

--basic (or first line) supervision

--the comprehension and transmittal of work orders, instructions,

and/or blue prints.

C. Clerical and Related Occupations require common skills in:

--the operation of office equipment (e.g. typewriter, copier, etc.)

--basic written and oral communications

--the application of general clerical procedures and practices

(e.g. filing, taking dictation, proof-reading, etc.)

--the application of basic principles of mathematics, english, and

related subjects

D. Technical and Related Occupations require common skills in:

--the application of a body of specialized, technical knowledge

--written and oral communications

--the operation of complex technical and/or mechanical equipment

--quantitative and abstract reasoning

E. Professional, Administrative, Managerial and Related Occupations

(NOTE: This is such a broad and diverse category that it must be

further broken down for purposes of skills specification.)

1. Professional Occupations (entry level) require common skills in:

--the application of a body of specialized, professionally related

knowledge

--quantitative, qualitative and abstract reasoning

--written and oral communications

--contact with the public

--building and maintaining cooperative working relationships

2. Supervisory and Middle Management Occupations require common skills in:

--the application of a body of specialized mechanical, technical or

professionally related knowledge

-- the supervision and motivation of subordinates

-- work planning and scheduling

-- written and oral communications

-- qualitative, quantitative and abstract reasoning

-- contacts with the public

3. Administrative and Top Level Management Occupations

require common skills in:

-- the application of a body of specialized, professionally

· related knowledge

-- program planning and execution

-- the delegation of authority

-- the supervision and motivation of subordinates

-- qualitative, quantitative and abstract reasoning

-- written and oral communications

-- building and maintaining effective working relationships

Needless to say, these listings of skills common to the various types of local
government community development occupations are not exhaustive. However, they
do include the skills most basic and necessary to the respective occupational
groupings. And these are the ones upon which training efforts should first
focus if the overall quality of local government is to be improved.

Attitudinal and Motivational Factors

Employee attitudes and motivational factors within the local public service are not unlike those found in any employment situation, public or private. Within any organized enterprise there is a great body of interacting and interrelated psychological, economic and social factors that affect employee attitudes and beliefs, that have positive and/or negative motivational influences, and that ultimately determine the level(s) of employee morale and job satisfaction. These factors are difficult to accurately analyze—since man is an emotional being—but an understanding of and sensitivity to their basic importance is vital if an organization is to be optimumly effective in the productive utilization of its total resources.

Rates of financial compensation for services rendered are, to be sure, important determinants in the levels of employee satisfaction. However, research studies time and again have shown that in public service and industrial environments in the United States pay usually ranks second or third, and sometimes lower, on a scale of morale factors. Ahead of it—the order depending on the specific activities and the particular conditions in the work place, in the occupation, in the hierarchy, and so on—are such factors as credit and recognition, challenging work, a congenial work group, freedom for decision making, security of tenure, fair and equal opportunity for advancement and the quality of supervision. Thus, an accurate assessment of employee attitudes and motivation must encompass an evaluation of all of the personnel management practices of the organization being studied, not just those in the areas of pay and fringe benefits.

As previously pointed out in memorandum number one (1) of this project, attitudinal and motivational factors affecting employees within the core category occupations of local government are similar to those of the public service as a whole. They have been characterized by a number of factors of a negative nature

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These include:

1. The belief that a public service career is "second rate".

2. The feeling of being underpaid and, thus, negatively motivated.

3. An overt sense of job security.

4. The absence of true goal-oriented work, which provides positive incentives and work attitudes.

These factors may or may not be based on fact. However, they are in evidence in society. For example, most every public employee has at one time or another been asked "When are you going to quit the city (county, state, or whatever) and get yourself a job?" (From Public Personnel Review; April 1968.). Similarly, nearly every reputable survey of wages and fringe benefits in selected local governments reveals a disparity in the rates of public and private pay.

As the challenges facing the public service have expanded and the quality of the service and its employment benefits materially improved, these factors have begun undergoing a marked change. However, there are still many stigmas attached to a career in government (particularly at the local level), and these must eventually be overcome if the public service is to enjoy the status with private industry and commerce that it now deserves. In short, both the attitude of the public worker and the attitude toward him must be significantly changed if the employment situation is to be improved at the local government level.

In South Carolina the problems and challenges posed by employee attitudes and morale and the motivational considerations associated therewith are basically the same as those faced by all organizations. Employee attitudes within the core category community development occupations seem to center around the universal prerequisites for positive motivation and, subsequently, maximum productivity. These pre-requisites are a sense of security, a sense of success

(achievement and recognition, financial and otherwise), and a sense of belonging. The current employment situation within the State's local governments is, as observed by the Contractor, such that all of these prerequisites are not being fully recognized and provided for in the existing programs of personnel administration and management. Resultantly, the attitudes and morale of local public employees are not generally as conducive to the provision of quality service as they otherwise might be.

Specific needed improvements include the development of a realistic, competitive pay and fringe benefit structure, the provision of material incentives for exceptional performance, the improvement of rapport between local government and the citizens it serves, and the more efficient organization and direction (supervision) of governmental programs toward realistic, worthy objectives (e.g. solution of problems associated with population concentration such as poverty, environmental pollution, law and order, education, etc.).

Training Readiness of Local Governmental Employees

An assessment of the degree of training readiness of the various types of local government employees is of primary importance to this study effort. This is true because these "training readiness" levels will do much to determine the nature and scope of needed training efforts and the methods and levels of delivery. However, this is an area that can be more appropriately treated in a subsequent section of this report. The reader is, therefore, referred to Section III of this memorandum, wherein is presented an analysis of the levels of training readiness of present employees within the core-category occupations of South Carolina's local governments.

CAREER LADDERS IN THE SOUTH CAROLINA LOCAL PUBLIC SERVICE

Numerous national studies have substantially documented the fact that the quality of the public service is most often higher in those jurisdictions with "career-oriented" personnel programs. Where there exists reasonable opportunities for advancement, employees are more achievement or goal oriented, and their subsequent work performances are of a level generally superior to those of their less fortunate counterparts. For this reason the identification and provision of appropriate career ladders within the local public service are of no little significance.
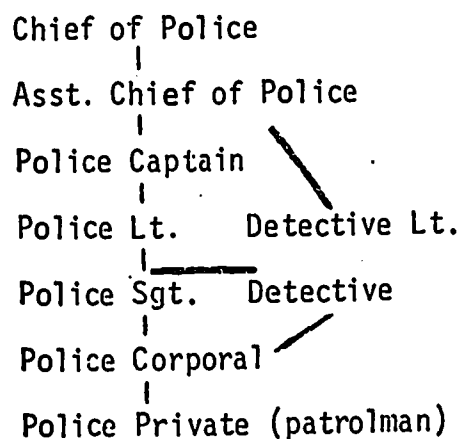
Within the State of South Carolina the identification of career ladders for all of the core community development occupations would, understandably, be a task of monumental proportions. It would, in fact, require a level of effort that transcends the limits of this study effort. However, within the scope and limits of this project it is possible to identify and describe selected (generally applicable) career ladders for the State's local governmental occupations and to offer appropriate observations thereon.

A "career ladder" is, in effect, a promotional path for employees within a particular occupational field. It describes the level of entry into the the public service (within the field of specialty) and the increasingly responsible (and rewarding) positions to which the employee can aspire. Truly comprehensive career ladders identify not only vertical paths of career movement, but also the possibilities of horizontal movements within the total spectrum of the jurisdiction's career service. It might therefore be stated that a career ladder is both a blueprint for career advancement and an effective tool for preparing (within house) to fill vacancies and meet expanded needs throughout the organization.

Some of the basic, identifiable career ladders for selected core category occupations of South Carolina's local jurisdictions can be generally described as follows:

A. Career Field: Law Enforcement

Career progression (in ascending order):

Chief of Police
|
Asst. Chief of Police
|
Police Captain
|
Police Lt.   Detective Lt.
|
Police Sgt.   Detective
|
Police Corporal
|
Police Private (patrolman)

B. Career Field: Clerical and Secretarial

Career progression (in ascending order):

Administrative Assistant (Aide)
|
Administrative Secretary
|
Clerical Supv.   Secretary ———— Sr. Clerk-Typist
| |
Sr. Clerk   Stenographer   Clerk-Typist
|
Clerk
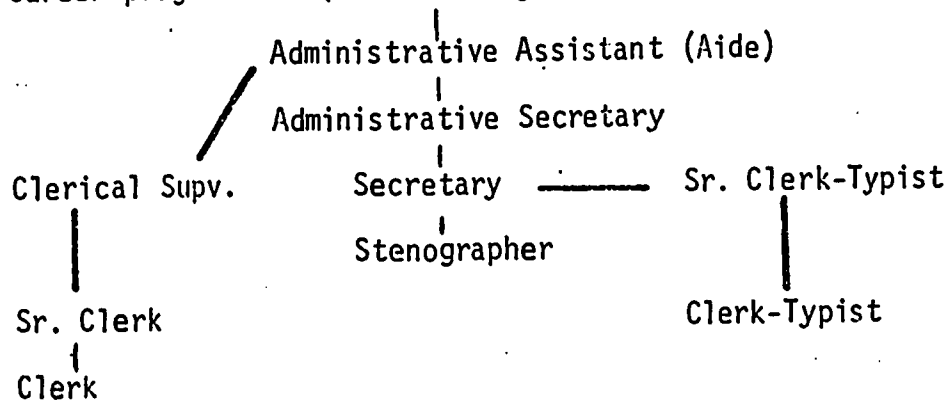
NOTE: Charted lines indicate general paths of possible career movement.

C. Career Field: Municipal (Public) Administration

Career progression (in ascending order):

City Manager

Asst. City Manager

Clerk-Treasurer

Administrative Assistant

Finance Director   Personnel Director

Accountant

Auditor

Ac;nt. Clerk   Personnel Clerk
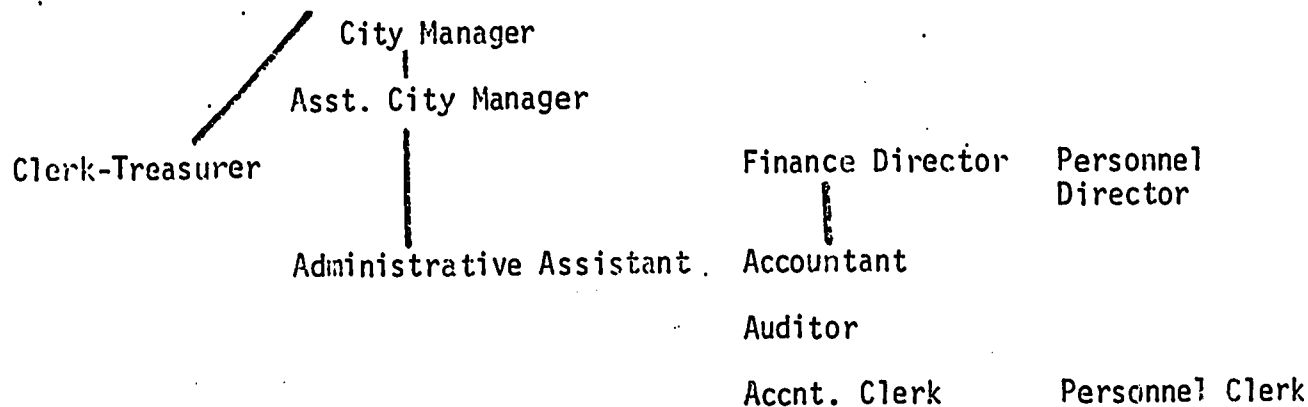
D. Career Field: .Sanitation Services

Career progression (in ascending order):

Director of Sanitation (Supt.)

Asst. Director of Sanitation (Asst. Supt.)

Labor Foreman (Crew Chief)

Truck Driver

Laborer
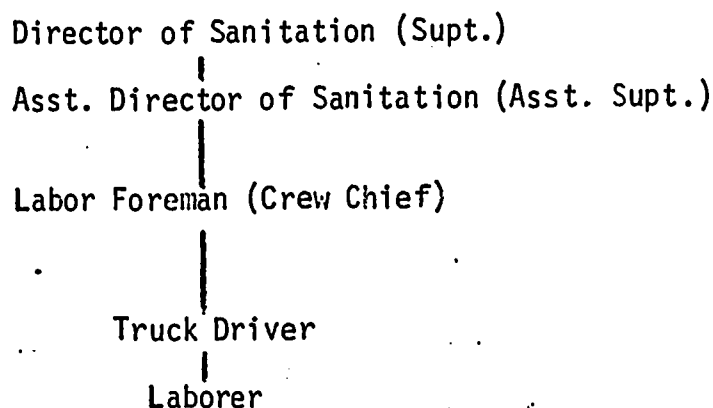
E. Career Field: Utilities (Water Dept.)

Career progression (in ascending order):

Director of Utilities (Supt.)

Asst. Director of Utilities

Chemist

Construction Supt.   Water Plant Supervisor   Lab. Technician

Labor Foreman   Water Plant Operator

Groundsman (laborer) Water Plant Operator Trainee
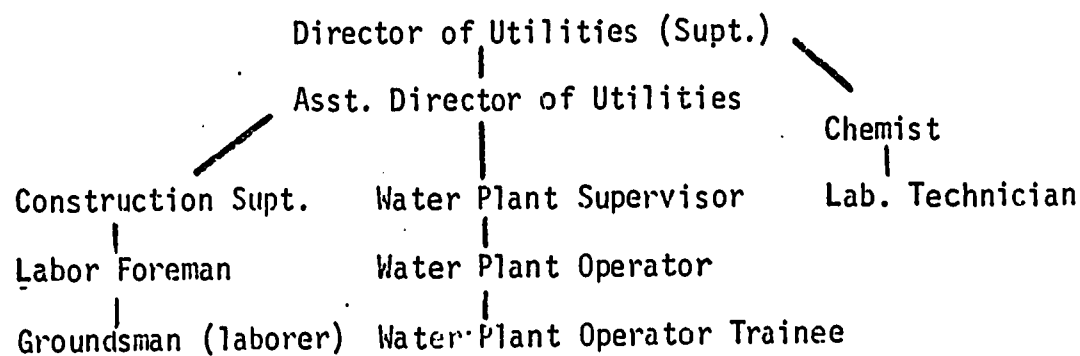
F. <u>Career Field: Public Works</u>

Career progression (in ascending order):

Public Works Director

Asst. Public Works Director

Public Works Foreman

Labor Foreman (laderman)   Construction Equipment
                                  Operator

Skilled Laborer   Truck Driver

Laborer
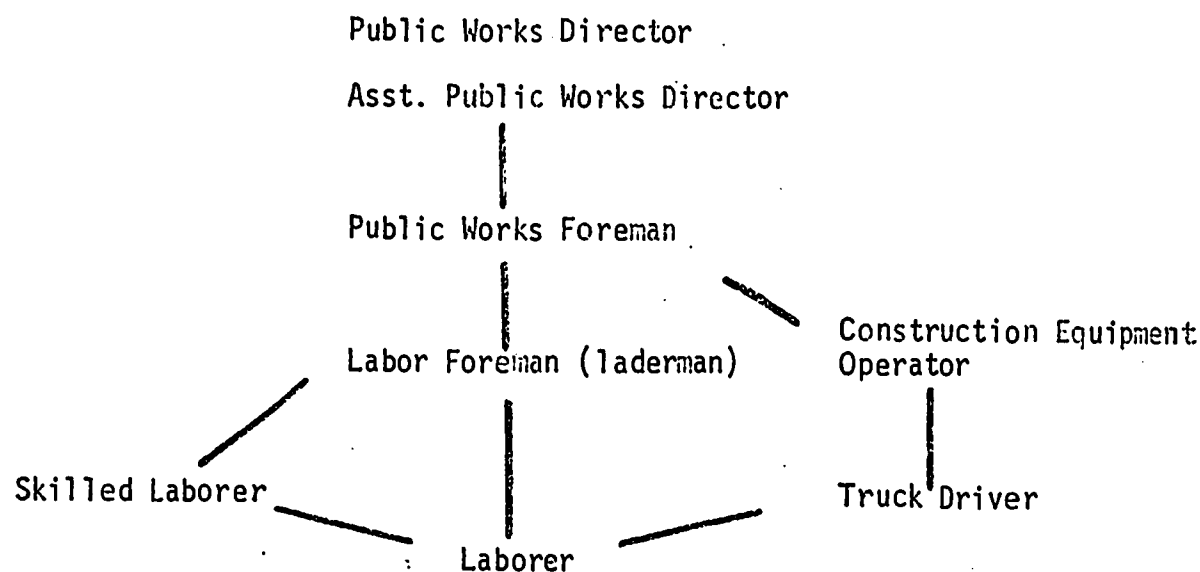
These examples of typical career ladders that exist (or should exist) within South Carolina's local jurisdictions serve to illustrate the potential for advancement of certain public employees. It must be indicated, however, that movement up these career ladders is (or should be) governed to a great extent by employee attitudes and achievements and by relative levels of education, training and experience. It is, therefore, doubtful that a common laborer would ever achieve the top of the career ladder in the public works area--that being the position of Public Works Director. It would not (and should not) be impossible for this to occur-- but it is highly unlikely unless the employee is sufficiently motivated to further his formal education and training through additional schooling and other forms of external training.

Significant to the "career ladder" concept is the factor of in-service training. As indicated in the previous paragraph, employees may (or should be able to) advance up the ladder only after they demonstrate their qualifications for

the higher level job. This frequently requires the acquiring of job-related

skills, abilities and knowledge that can be most effectively achieved through

a sound program of in-service training.

CURRENT POLICIES AND PRACTICES: Administrative, Managerial and Legal

Also important to this study effort are the identification and evaluation

of current management, legal and administrative policies and practices in South

Carolina local government relative to community development manpower. These

policies and constraints are significant to the degree that they govern the practices

of personnel administration at the local level, and, therefore, must be taken into

consideration in any evaluation and attempted improvement of the local public service.

In government service, personnel administration operates in a milieu with

numerous dimensions. Because it is the public service, an extraordinary interest

is taken by the employer-- the public-- in how government employees are hired, used,

disciplined and rewarded. This is true of the situation in South Carolina's

local governments, and it is manifested in the fact that numerous political and

administrative actions have been taken to regulate manpower and staffing

practices.

Within South Carolina there currently exist a number of readily identifiable

legal regulations and restrictions relating to community development manpower. These

include, but are not limited to, the following:

A. Minimum educational standards for law enforcement officers,
designed to generally up-grade the level of the State's police officers,
sheriffs' deputies, etc.

B. Regulations of the United States Department of Health, Education and
Welfare and of the State of South Carolina governing employment practices,
employee qualifications and certification, compensation, etc., of local
employees in:

- County Health Departments
- School Systems
- County Family and Children Service (Welfare) Departments

C. State licensure requirements for technicians and operators
    in the water and waste treatment fields, designed to elevate the
    caliber and qualification of employees and, hence, the level of
    service within these fields.

D. Provisions of the State Constitution (relating to municipalities)
    that set forth qualifications for City Managers and provide for such
    other offices as City Clerks, City Attorneys and City Recorders.

The major thrust of these regulatory efforts has, obviously, been to bring about

an upgrading of manpower in various areas of local governmental functioning.

These efforts are good. Reasonable legal control over the type(s) of workers

entrusted with the transaction of public business and the provision of vital public

services is highly desirable--if the regulations are realistic. It is the opinion

of the Contractor that the current regulatory acts in evidence in the State of South

Carolina are generally realistic and beneficial, and that continued efforts along

these lines are in order.

One of the areas within which there exists a problematic void is that of the

framework of personnel administration at the local government level. This study

has revealed that very few of the State's local jurisdictions (only the very

largest and/or most progressive) presently operate with a program of personnel

administration founded in the "merit" or civil service concept. There is a

resulting lack of uniformity within the employment practices, wage and salary

levels, promotional and training policies and other allied areas of personnel

administration among the State's local jurisdictions. Management and

administrative practices, as they relate to local manpower, are therefore extremely

diverse, and the quality of these practices ranges from good to very poor (with the

majority apparently centered in the "somewhat less than desirable" category).

Recognition of the value of a well organized, functional system of personnel

administration is a must for all public jurisdictions, no matter how small, if

human resources are to be most effectively utilized. Hence, it is recommended

that efforts be made (through enactment of State regulations or by other

appropriate means) to unify and standardize local governments' philosophy

of and approach to public personnel administration.

EMPLOYEE TRAINING NEEDS--- ANALYSIS AND RECOMMENDATIONS

PART TWO: TRAINING NEEDS

(Section III - Local Government Manpower Survey)

IN-SERVICE TRAINING NEEDS IN SOUTH CAROLINA'S LOCAL GOVERNMENT

The subject of manpower training in South Carolina's local governments
is one of major significance, for it is one that represents major potential
effects upon the levels and quality of services rendered thereby. Moreover,
it is a subject that has achieved the growing recongition of officials at
both State and local levels. The South Carolina Local Government Study
[H.U.D. project NR. S.C. P-30 (G)], completed in 1969, included the following
passages:

"One of the most frequent and critical areas of need cited by local
government in South Carolina was that of manpower training. Such training
was found to be either inadequate or altogether non-existent, depending on
the type of manpower. It was pointed out again and again that manpower
training should be provided not only for all government employees, but for all
elected or appointed officials as well. Moreover, South Carolina's deficiencies
in manpower training were emphasized only too well when references were made
to the training programs of neighboring states--notably North Carolina."

Further evidence of this increased awareness of and sensitivity to
the need for more and better local government manpower training is present
at the State level, where significant State and Federal resources are now
being channeled into this area (e.g. this project, [No. S.C. P-41 (G)], ETV'S
training-oriented programming, etc.).

The reasoning behind this increased emphasis is sound. Local governmental
executives and employees administer programs of great social, physical and
economic significance. Effective program administration requires that
executives and employees always be well equipped to carry out their
responsibilities. And a well equipped work force is best insured by selected
training and education, breadth of experience and assignment, and participation
in self development activities.

The Problem: What Training is Needed?

South Carolina's local governments are, as elsewhere, faced with a constant series of challenges--the meeting of normal operating requirements, the impending expansions of on-going programs, the institution of new programs to meet growing public demands for services. To meet these challenges with any degree of success requires the effective utilization of a most significant resource---manpower. And effective utilization of manpower implies, if not requires, that employees be properly trained to do their jobs. Thus, there is a need to train those persons now joining the local government work force and a need to continually refine the training of existing local government employees (and retrain as necessary).

A major component of this study has involved the investigation of local government training needs, as they relate to community development manpower in South Carolina. It is the purpose here to reflect the results of this intensive investigation and to present a recommended program for the provision of the manpower training found to be most critically needed by the State's local public employees.

In undertaking the identification and analysis of these manpower training needs, it was both necessary and desirable to first examine the results of previous efforts within this area. One such effort was the aforementioned South Carolina Local Government Study, which devoted a significant portion of its contents to manpower training needs and problems. In its concluding remarks the Local Government Study pointed out that-----"Local government in South Carolina wants manpower training for all governmental personnel. Such training should encompass the basic and specific aspects as well as the advanced and general aspects of local government operation." These conclusions were apparently based upon the study's findings relative to local governmental training needs, which are partially reflected in the following table.

TABLE III-I

Manpower Training Needs of Local Governments

NOTE: One section of the detailed questionnaire used to gather information
for the Local Gov't. Study gave local jurisdictions the opportunity
to indicate what specific training programs should be provided. This
table reflects the overall response to this question.

Training Program	% of Governments Requesting Programs
Police and Fire Administration	52%
Planning	33%
Management	28%
Public Finance	27%
Traffic and Highway Engineering	25%
Housing	23%
Urban Renewal Administration	22%
Code Administration	18%
Personnel Management	17%
Utilities Management	17%
Data Processing	15%
Environmental Health	14%
Social Services	8%
Other	8%

Additional efforts at the State level have provided further insight into
this critical area. The staffs of various State agencies and departments have
devoted considerable time and attention to the problems of training local
officials and employees, and the knowledge and experience gained thereby is
of significant value. For example, the State Law Enforcement Division has
done much work in the area of evaluating law enforcement training needs (and
moving to meet them). Similarly, the State's Technical Education Centers have
worked closely with government and industry in an attempt to provide those
educational and training services most needed by the society they were created
to serve.

In attempting to successfully accomplish the objectives of project No.
S.C. P-41 (G) the Contractor has, within the limits of propriety, studied these
and other related efforts. Thus, it has not been necessary to start with a
zero base, but was possible to approach this study with a reasonably broad

background of relevant knowledge and feeling for the subject.

Training Needs Identification and Evaluation: Methodology and Approach

In planning this project considerable attention was devoted to the development of appropriate methodology for identifying and analyzing current and future manpower training needs. It was initially concluded that local governments themselves were a valuable and vital source of information and opinion, but that they were not, in themselves, totally capable of analyzing and evaluating their own needs. Thus, it was decided that their responses would have to be carefully evaluated, and then tempered by the external application of appropriate professional knowledge and expertise.

The methodology and approach used herein reflects a blending of the thoughts and feelings of all concerned parties---local officials, State staff specialists, and the Contractor. This component was treated as an integral part of the overall study effort, and its accomplishment has been achieved in concert with the total project. Specifically, this component has entailed the following activities:

1. Surveys of the findings and results of previous and concurrent efforts by other agencies and organizations, and the evaluation of these efforts' value to this project.

2. Detailed discussions on local government training needs with local administrators, accomplished during the 28 intensive, on-site interviews described in Section I of this memorandum.

3. Interviews and discussions with staff specialists of the State Planning and Grants Division, other State agencies, and various associations and institutions.

4. Mail survey of 200 + units of South Carolina local government (as described in Section I), wherein specific information and opinions relative to local manpower training needs were solicited.

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Data resulting from these efforts was statistically treated and critically

analyzed. Much of the initially gathered data was used to chart the

direction of further study efforts, and to document the validity of this and

other similar projects. For example, the significance of the findings of the

Local Government Study and the intensive, on-site interviews of this study

were mutually enhanced by their relatively high degree of correlation (See

Table III-I and Appendix B).

Within the scope of this training needs identification effort numerous facets

of the local governmental situation were examined. The Contractor was interested

not only in the respective jurisdictions' evaluations of their own training

needs, but also in such other related factors as areas of greatest employee

turnover, areas of greatest increase in numbers of workers (actual and

anticipated), and those local governmental jobs that have proven hardest to

fill. All of this quantitative data was considered relevant to the accurate

and thorough analysis of the State's local manpower training needs, and it has

proved valuable in shaping the recommended training efforts that are the

end-products of this study.

Training Needed by Employees

This survey effort attempted to identify both those core category

occupations whose incumbents are in need of training and the type(s) of

training that they need. Results of this survey effort are generally as follows:

TYPE OF JOB	TYPE OF TRAINING NEEDED*
Police Officers & Deputy Sheriffs	New job-skill; public contact; educational up-grading
Supervisory-level Police Officers	Supervisory skills; public contact
City Managers	Supervisory skills; executive and mgt. development; public contact
Mayors & Councilmen (Elected Officials)	Public contact; educational upgrading

* As described the Manpower Planning Guidebook (Appendix C)

City (County) Clerk-Treasurer	New job-skill; supervisory skills; executive and mgt. development; educational upgrading
Clerk-Typists & Stenographers	Public contact; new job-skill
Recreation Leaders	Public contact
Parks and Recreation Directors	Public contacts; supervisory skills
Zoning Administrators	Executive and mgt. development; public contact.
Sanitation Workers	New job-skill; educational up-grading
Building Inspectors	Public contact; job-skill
Public Works Directors	Supervisory skills; public contact
Water and Waste Water Treatment Plant Operators	New job-skills; educational upgrading; supervisory skills

NOTE: These responses were further refined in the survey by questions which required respondents to list and explain their jurisdictions' two (2) areas of greatest training needs. Results of these responses are as follows:

(Presented in decending order or reported need)

TYPES OF EMPLOYEE	NEEDED TRAINING
Police	Basic law enforcement; human relations; advanced police science; supervisory skills
Elected Officials (i.e. Mayors, Councilmen, etc.)	Administrative mgt; public relations; supervisory skills
Equipment Operators (Public Works and Sanitation)	Basic operational and mechanical skills; safety.
Water and Waste Water Plant Operators	Basic technical and operational skills
Building and Housing Inspectors	Inspectional skills training; public relations
Recreation Administrators	Administrative mgt; public relations

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Findings, Conclusions and Recommendations

The conduct of this study has, obviously, resulted in the development of a great volume of data (which is available for review). It has been interesting, indeed, to explore the thoughts and feelings of local administrators relative to their jurisdictions' manpower training needs, but it has also been necessary to refine these into meaningful and useful findings and conclusions. Understandably, local public officials are most concerned with what are (or appear to be) their own jurisdiction's most critical problems, and too often they fail to grasp what must be considered the "big picture". Hence, the findings, conclusions and recommendations presented herein are not just a tabulation of their responses to a series of training needs questions. They represent, additionally, the best thinking of the Contractor (and numerous other authorities) as to what the manpower training needs of local government in South Carolina really are and how they can best be met.

There is an identifiable hierarchy of training needs existent within South Carolina's local governments. That is, there are needs of the first, second and third order (and so on down the line), which must provide the basis for attacking the problems associated with inadequately trained and/or educated public employees. This study has revealed a general awareness on the part of local officials and administrators of the need for in-service training, but it has also pointed up their failure to thoroughly analyze and properly order all facets of the problem. Therefore, it is now important to properly identify and define the total training needs of the State's local governments, to order these needs (for purposes of program formulation) according to their determined priorities, and then to communicate these findings to those indivuduals, agencies and institutions that are best suited to meet them.

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Orders of Training Needs

In prescribing the orders of training needs found to exist in local government a number of factors had to be taken into consideration. These included, but were not limited to, the following:

- --Local governments need help now in a number of operational areas, some of which they are aware of and some of which they are not.

- --Money for the provision of training to local governmental employees is extremely limited within the jurisdiction themselves.

- --High visability programs are needed initially if local administrators and the general public are to be completely sold on the value of manpower training at the local government level.

- --Training efforts, to be optimumly effective, must be aimed at the solution of present problems and those to be encountered by local governments in the forseeable future.

- --Recommended training must be "deliverable" in such a way as to be acceptable and practical from the viewpoint of the local public administrator if it is to have maximum utility.

In view of these (and related) factors, and the results of the previously described survey, the following orders of training needs have been identified by the Contractor. They cover a range of functional and operational areas, involve many different types of employees, and represent what the Contractor considers to be a practical and pragmatic approach to the meeting of in-service training needs within South Carolina's core category community development occupations.

I. First Order Training Needs may best be defined as those needs, common to the majority of the State's local governments, that, when met, will provide optimum benefits to officials, employees and the public in the areas of increased governmental economy and efficiency and/or improved and expanded services. These first order needs will not deal exclusively with basic operational and functional activities. Rather, they will also be centered in those areas of government that are primarily concerned with the planning, execution and direction of all governmental services and programs.

The first order training needs which have been identified (by the Contractor)

for South Carolina's local governments are as follows: (detailed training specifications for the meeting of these needs are included in Appendix D of this memorandum.)

A. <u>General Governmental Orientation for Elected Public Officials (executive and legislative)</u>- Mayors, Alderman, Commissioners, and Councilmen are elected by the public. Almost without exception these persons are public spirited, dedicated laymen, who initially (and often later) know little to nothing about the mechanics and philosophies of local government. These are the officials who, by their legislative and executive actions, plot the present and future direction of local governments, and their understanding of and sensitivity to the purposes and processes of government are of vital importance to the continued progress of the State.

B. <u>Manpower Planning for Local Administrators</u>- If local governments are to meet the challenges posed by a state of constantly increasing urbanization they must be in a position to effectively employ all available resources. Manpower is, without doubt, one of their most important resources, and it is one that can best be utilized through a sound and systematic program of manpower planning. To meet the manpower needs of the future, and, indeed, to be in a position to effectively determine what these needs are (and will be) is a must for local governments. Hence, a practical introduction to the theory and concepts of manpower planning is now a significant need of local administrators.

C. <u>Training for Training Officers</u>- South Carolina local government has many more training officers than are obvious at first sight. Although few cities and counties have individuals who have overall responsibility for training, many now have employees within specific departments who are responsible for some training efforts (e.g. Police and Fire Departments). Further, there is a pressing need for more qualified persons to plan, administer and coordinate the training efforts (present and future) of local jurisdictions. However, the technology of training is rapidly changing. The literature is full of new tools in programmed learning, computer teaching, and visual devices which all help to present information and to produce and/or improve skills much more quickly than lectures and black boards. Not only are most of the State's local trainers unprepared to use the new methods and materials, for the most part they do not even know of their existence. Hence, training for trainers is a primary need at this time.

D. <u>Administrative Management Training</u>- The overall force and direction for local governments, and their component parts, must come from the top-- the department head, the City Manager, the Mayor and Council, the County Administrator or Supervisor. In order for this direction to be effective these people <u>must</u> be good managers. This requires a practical knowledge of basic management principles methods and techniques and the ability to apply them within the governmental (or departmental) setting. Training within this area is, therefore, most important within the framework of South Carolina's local government.

E. <u>Certification Training for City Clerks</u>- City Clerks in South Carolina are of considerable significance, due partially to the fact that there are so many municipalities wherein they are one ranking full-time administrative employee. Yet they appear to be the employees fastest on the road to technical obsolescence. City Clerks must not only know and understand the basics of governmental budgeting and finance, records management and control, and numerous related areas of governmental operations, they must also be able to accomplish their jobs as efficiently and effectively as possible for the overall good of the government. Training in this area is, therefore, necessary and important. There has been some consideration given to the establishment of a certificated program of training for City Clerks (in Georgia and other states), which could possibly be sponsored by the International Association of City Clerks. An alternative to this could be the establishment of such a program would offer two (2) immediately identifiable advantages: (1) goal-oriented training could be planned and delivered in such a way as to have immediate and continued practical application, and (2) a professionally recognized goal (and reward) will have been created for those being trained.

F. <u>Supervisory Skills Training</u>- In local government, as elsewhere, the degree of success that the organization (agency, department. etc.) realizes in meeting its objectives and fulfilling its functional commitments is critically dependent upon its first line supervisors. These are the expediters, the people that are responsible for putting the organization's resources, human and material, to work. To be optimumly effective these supervisors must be properly trained to understand and apply the basic (and advanced) principles of supervision. Two (2) separate but interrelated training efforts are herein indicated for South Carolina's local government. These are:

   1) Training in the basic principles and practices of supervision; and

   2) Advanced supervisory training, designed to reinforce and expand management skills.

G. <u>Basic Law Enforcement Officer's Training</u>- Law enforcement officers are probably the most visible agents of local government. They are also among the most important, for upon them society depends for protection of life and property. However, to be truly effective in their jobs they <u>must</u> be properly trained. Presently in the State of South Carolina a barber or beautician, to earn the right to practice his or her trade, must take extensive training <u>and</u> serve an apprenticeship. On the other hand, a man need only walk into the Chief's (or Sheriff's) office in most jurisdictions and (if he meets the minimum State standards) he can shortly thereafter be wearing a gun and badge. The State Law Enforcement Division is currently providing <u>good</u> training to the State's local law enforcement officers, but it appears to have two (2) shortcomings. These are (1) the fact that it can accomodate relatively limited numbers of trainees, and (2) the fact that it is primarily oriented toward training the more experienced officer. Basic recruit training is now needed for <u>all new</u> local law enforcement officers.

H. <u>Basic Fire Training</u>- As with law enforcement officers, there is pressing need for basic recruit training for new fire protection employees.

I. <u>Training for Codes Enforcement Personnel</u>- The area of codes enforcement (e.g.

building, housing, electrical, etc.) within local governments is one that
has and will continue to increase in stature with the passage of time.
The urban environment can best be improved by careful and judicious
regulation of the quality and quantity of housing and other structures.
Hence, the importance of the inspectional personnel engaged in the
regulatory function cannot be over emphasized. These employees need
now to be better trained to handle all aspects of thier jobs--technical
assistance, inspectional applications and public contact.

J. <u>Basic Water and Waste Water Treatment Training</u>- The South Carolina State
Legislature has made the matter of training water and waste water treatment
plant operators mandatory rather than just desirable. Accordingly, programs
have been established in cooperation with the Technical Education Centers
of the State to provide certification training for these employees. However,
there are drawbacks to this program. These include:
    1) the lack of basic training readiness of many employees
    2) the lack of financial resources for the securing of this training
    3) the investment of considerable time and effort (often away from the job)

This is both a desirable and necessary program. But there is now a need for
some basic "groundwork" training which could serve to prepare employees
(current and future) for more qualified entry into the formal TEC program and,
at the same time, make them more effective in their jobs.

K. <u>Basic Public Contact Training</u>- All governmental employees are public servants.
As such, their employer--the public--expects and demands courteous and
tactful service. There is, resultantly, an "across-the-board " need for
basic, practical training in effective public contacts.

This inventory of needed first order training is, needless to say, not

exhaustive. It is, however, the considered opinion of the Contractor that it reflects

an accurate assessment of many of the State's most critical needs, and that it

offers a sound foundation upon which to build a well-rounded local government

training program.

II. <u>Second Order Training Needs</u>- Are, in their own right, as important as are

the first order needs. However, they are herein relegated to secondary

signifcance, because their importance cannot be properly recognized nor

appreciated by local officials and administrators if many of the previously

identified first order needs are not initially met. Second order training needs

will generally include the more functionally and operationally oriented programs,

as well as some advanced, specialized promotionally oriented training.

Identifiable second order training needs in South Carolina's local governments now include:

A. Administrative and Managerial

Public Personnel Administration
Municipal Finance Administration
Planning, Programming and Budgeting
Community and Human Relations
Comprehensive Community Planning

B. Job-Skill (Manual, Mechanical)

Construction Equipment Operation
Practical Engineering Technology (e.g. surveying, etc.)
Automotive Equipment Operation
Automotive and Heavy Equipment Mechanics
Clerical and Secretarial Skills

C. Personal Improvement

Basic Educational Upgrading (e.g. reading, writing, mathematics, etc.)
Communications Skills
Career Planning
Personal Money Management

D. Specialty Occupational Upgrading

Advanced Police Science and Administration
Advanced Fire Administration
Real Property Appraisal (methods and techniques)
Tax Assessment Administration
Utilities Administration

RECOMMENDED EXTERNAL ACTIONS

In order to adequately satisfy the projected manpower requirements of local governments within the State of South Carolina actions, in addition to inservice training, will necessarily be required. It has been demonstrated that these manpower requirements are becoming very complex, and that employees with new and different skills are becoming more and more necessary. Therefore, steps must be taken to locate (or develop) these types of people, and to attract them to and retain them in the local public service. Suggested approaches to the accomplishment of this critical objective would include:

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A. The development of pre-service training capabilities which would provide a "pipe line" to manpower sources already possessive of needed knowledge, skills and abilities. These pre-service training programs might include governmental "overlay" courses (in technical-vocational schools and colleges and universities) and/or local government "internship" programs.

B. Increased utilization of cooperative arrangements for the sharing of specialized knowledge and expertise. This could, and should, be coordinated through the sub-State planning and development districts, and could provide for the optimum utilization of the talents of highly qualified, "hard to come by" employees (e.g. professional planners, engineers, etc.).

C. The revamping of public personnel programs to make careers in local governments more attractive. This would include development and implementation of more realistic pay and benefit programs, identification and development of career ladders, and the conduct of better organized recruitment programs.

D. The possible provision of "ear-marked" State aid to local governments for the explicit purpose of personnel program improvements (e.g. salary supplements, financing recruitments efforts, financing retirements and benefit programs, etc.).

E. Increased mechanization and mobilization where appropriate. This would require recognition of the fact that, for many jobs, machines are more efficient (and often cheaper than men. It would also require the accurate analysis of those areas where machines, rather than more manpower, represent the most desirable (economic and otherwise) solution to governmental problems.

CONCLUDING REMARKS

It would be erroneous to conclude that this project is an end in itself.

The total manpower training needs of South Carolina's governments have not

been identified and evaluated--but the surface has been scratched. Implementation

of this study's training recommendations will not cure all of the ills of an under

qualified work force--but a start will have been made. The magnitude of the

problem and the limitations of this project have been such that total treatment

and absolute resolution were impossible. However, through this project a

systematic and practical effort has been initiated which should, if continued,

ultimately result in the achievement of a most worthwhile goal--a properly
trained and professionally effective local governmental work force for the
State of South Carolina.

This study's basic significance lies in the fact that it has immediate
application. The training needs it identifies are accurate, and the proposed
training program it presents are practical. Additionally, it provides the
ground work for continuing efforts in this vital public manpower area.

There are a number of additional observations that, in conclusion, should be
made concerning this study. These observations concern the utility of study
results, and include appropriate commentary on the implementation of study
recommendations.

The first order training program recommendations presented in this study
have been prepared to provide training coverage to a wide spectrum of local
employees. Some of the proposed programs attack the most basic training needs
found to exist within the State (i.e. Executive, Legislative and Administrative
deficiencies), while others are designed to provide practical, high visibility
training to rank and file employees. Though the scope of the total proposed
program is diverse, it is, in the Contractor's opinion, the most realistic and
potentially effective approach. There is an initial need to promote a much
higher level of interest in and respect for the value of employees in-service
training within the State's local governments, and the initial provision
of a training package that has "something for everyone" should do much toward
achievement of this goal.

In putting together the actual training courses (as detailed in the
training specifications) a great number of resources may be tapped. Considerable
efforts have been made by someone in nearly every area of recommended training,
and the changes are excellent that materials and/or assistance are available

for use in developing the training courses. The State University System, International City Managers Association, American Management Association, American Society for Training and Development, Institutes of Government--Universities of North Carolina and Georgia, and numerous other organizations, public and private, have the capabilities of assisting with this project. Some will work free of charge, while others will sell their services. Whatever the case, a word of caution is in order. The decision to use this type of assistance (bought or provided gratis) should be preceded by a careful analysis and evaluation of that which is to be provided. This analysis should result in the determination as to whether the assistance (e.g. packaged program, etc.) is (1) that which is really needed, and (2) of satisfactory quality for employment in the program.

The Contractor also feels that, for this training effort to be effective and continuing, a central administrator must be designated. Someone is, and will continue to be, needed in the role of administrator/coordinator for this potentially massive effort, and the absence of such an authority will probably endanger the success of the effort. It is felt that the State Planning and Grants Division would be an appropriate agency within which to house this administrator, but there are a number of other possibilities (e.g. the State Division of Personnel). However, regardless of the final choice, this is a recommendation that should be immediately implemented in the interest of program success.

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Appendix D

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: General Governmental Orientation

Program Scope and Objectives: This program is designed to introduce top·level officials of local government to the nature and scope of municipal and county government in the State of South Carolina.

Recommended Training Form: Seminar or workshop (3 days to one (1) week in duration)

Program Content: This program should be carefully designed and structured to include practical coverage of at least the following subject areas:

A. The basic types of local governments in South Carolina
   1. Municipalities
   2. Counties
   3. Special Service Districts

B. Constitutional and Statutory provisions relative to local governments (an overview)
         NOTE: Refer to attached materials (attachment #1)

C. Nature of local government problems and needs
         NOTE: Refer to attached materials (attachment #2)

D. Sources of local governmental assistance in South Carolina
   1. Federal
   2. State (see attachment #3)
   3. Sub-State Planning and Development Districts

E. Significance of local governmental Manpower
   1. Overview of current and projected manpower requirements
   2. the personnel administration program as a management tool
   3. Identifying and evaluating in-service training needs (attachment #2)

F. The challenge of increased urbanization-what the future holds in store.

GENERAL GOVERNMENTAL ORIENTATION

Program Level and Participation:

A. Who needs this training?- All elected legislative and executive officials of the State's local governmental units (i.e. Mayors, Aldermen, Commissioners, Councilmen, Supervisors, etc.). In addition, could be of value to City Managers and other top level administrative employees.

B. What is the relative level of training readiness of these officials and employees?- Relative educational levels will be at or above the high school graduate level, tempered in most cases by varying degrees of business and/or professional experience. Interests in subject areas should generally be high, and relative abilities to comprehend and learn are projected as being reasonably broad and sophisticated .

C. What is the anticipated level of program participation?- There are currently several hundred elected officials and top-level administrators throughout the State that are potential candidates for this type of training. Additionally, the significant turnover in these offices (due to periodic elections) insures a continued demand which is, in effect, self prepetuating.

D. What is the recommended level of program delivery?- Potential trainees herein are relatively mobile. Also there are benefits and economies to be realized from concentrated efforts in this area. It is therefore felt that the University System and/or the State (through its sub-State planning and development districts) is best qualified to put together and deliver this training package at their centralized facilities.

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: Manpower Planning for Local Administrators

Program Scope and Objectives: This program is designed to generate an interest in formal manpower planning as an effective management tool for public administrators. It is also aimed at informing these administrators in the basic philosophies and techniques of manpower planning and in the practical application thereof in the local government setting.

Recommended Training Form: Workshop (about one (1) week in duration), which features comprehensive instruction.

Program Content: This program should be so structured as to impart, in practical and understandable form, training in at least the following subject areas:

A. Introduction to the concept
   1. what is manpower planning
   2. how is it useful

B. Instituting a manpower planning program
   1. planning the program (goals and objectives)
   2. auditing manpower resources
   3. use of a manpower balance sheet

C. Manpower forecasting
   1. identifying and analyzing short and long range manpower needs
   2. techniques of accurate forecasting
   3. practical application of forecasts in program planning

D. Implementing, coordinating and controlling the plan
   1. the projected measuring table
   2. priorities for action
   3. revising employment policies
   4. establishing timetables for action

Program Level and Participation:

A. Who needs this training?- All administrative, executive, legislative and top-level managerial officials and employees in the State's local governmental jurisdictions (down to and including the department head level).

B. What is the relative level of training readiness of these officials and employees?- Relative educational levels will be at or above the high school graduate level (with many college trained personnel included). Governmental program experience will be characteristic of many potential trainees, while nearly all will possess some degree of business and/or professional experience. Ability to comprehend and assimilate this relatively complex training should be reasonably good.

C. What is the anticipated level of program participation?- There are currently several hundred local governmental administrators, managers and elected officials in need of this training. Some basic selling of the program will probably be required, but projected levels of participation are relatively high.

D. What is the recommended level of program delivery?- Potential trainees herein are relatively mobile, but basic job-related duties and responsibilities may require them to remain close to their jurisdictions. Additionally, jurisdictional ties will generally prohibit their extended absence from the job. Most effective delivery may be accomplished through the sub-State planning and development districts and/or the technical education centers. However, this training is sufficiently important to warrent delivery at the universities or other centeralized, State sponsored locations if necessary.

(South Carolina Local Government Manpower Training)

Title of Course: Training for Training Officers

Program Scope and Objectives: This program is designed to better educate local
governmental employees who are responsible for training in the basic principles and
methods of effective employee training, and, in addition, to better prepare them
to plan and budget for training programs within their areas of operation.

Recommended Training Format: Short Course; classroom instruction--one to two weeks
in duration. (Split sessions, if necessary)

Program Content: The recommended curriculum content for this program includes
at least the following:

    A. Significance of the in-service training program

    B. Identifying and analyzing in-service training needs
        1. the training needs survey
        2. determining training priorieties

    C. Development and conduct of the training program
        1. preparing training outlines
        2. putting together the course cirriculum
        3. delivery systems
        4. techniques of program evaluation

    D. Survey of modern training sources and aides

    E. Putting together the training budget
        1. getting the most out of the training dollar
        2. sources of training revenue

    F. Selling the training program to the superior

TRAINING FOR TRAINING OFFICERS

Program Level and Participation:

A. Who needs this training? - All employees of local government that are concerned with the planning and execution of in-service employee training.

B. What is the relative level of training readiness of these employees? - Generally, the training officer will be one of the better trained and/or educated employees in the local government setting. Hence, the potential trainee will most likely be educated at least at the high school level, and, additionally, will be relatively well trained in a specialty area and/or in the fundmentals of training. The overall training readiness within this area must therefore, be considered good.

C. What is the anticipated level of program participation? - This program should have appeal across the entire spectrum of local government. Employees responsible for specific departmental training (e.g. police and fire) and for overall jurisdictional training programs will be attracted to this training - if a proper selling job is done. There are, potentially, some 50 to 100 local employees who would qualify initially as potential trainees, and it is very likely that a significant percentage of these employees (perhaps as high as 100%) will take advantage of this training.

D. What is the recommended level of program delivery? - Due to the specialized nature of this training, centralized delivery is indicated. Presentation could be effected through elements of the University System, the State Personnel Division, the Technical Education Centers or other appropriate State agency. If this program is made sufficiently comprehensive to be of maximum benefit it may require split sessions and/or sequal scheduling.

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: Administrative Management Training

Program Scope and Objectives: This course is designed for those top-level local governmental officials, elective and appointive, whose work requires a general understanding and appreciation of the tools and techniques of effective organizational management.

Recommended Training Form: Classroom Instruction/workshop (approximately Forty (40) hours in duration).

Program Content: Concepts of management should be presented and discussed to permit each enrollee to broaden and refine his perspective as a manager. Subject areas to be treated should, at least, include:

A. Roles and functions of the modern manager
   1. In general
   2. As they apply to the local public jurisdiction

B. Leadership styles from a behavioral point of view

C. Communications Skills

D. Goal setting and problem solving
   1. Plotting the Governmental course
   2. Resolving public inter-governmental conflicts

E. Management by Objectives
   1. The "program" concept
   2. Evaluation of programs and results

F. Management information systems
   1. What they entail
   2. Their potential benefits

G. Management planning and decision making techniques

H. What the future holds in store for the local governmental administrator

ADMINISTRATIVE MANAGEMENT TRAINING

Program Level and Participation:

A. Who needs this training? - All elected officials and employees who are charged with the management of public functions. This would include Mayors, Councilmen, City Clerks, all department and agency heads, assistants to department heads, and various program heads.

B. What is the relative level of training readiness of these officials and employees?-
This level will vary considerably for various types of potential trainees.
Basically, the educational achievement represented herein should be at or above the high school level. Many of these employees will have some college training.
However, managers over many line functions (particularly in smaller jurisdictions) have generally worked their way up through the ranks, and many may be lacking in some areas of formal education. Work experience will be fairly extensive within this group of potential trainees. Overall, the training readiness herein should prove to be good, with reasonable latitude for the application of diverse training approaches and methods.

C. What is the anticipated level of program participation? - The universe of potential trainees is broad, probably including several hundred officials and employees across the State. Survey returns indicate considerable interest in this area, and anticipated participation is good (in terms of numbers of trainees).

D. What is the recommended level of program delivery? - Effective delivery of this type of training requires that the trainers and the training materials be top quality. For maximum participation, however, the training must be delivered in such a way as to minimally disrupt the normal work patterns of the trainees.
It is therefore, felt that delivery through the Technical Education Centers of the State would be ideal (night scheduling of courses over an extended period of time would be less effective, but acceptable).

(South Carolina Local Government Manpower Training)

Title of Course: Certificated Training for City Clerks

Program Scope and Objectives: This program's primary objectives are to up-
grade the knowledge, skills and abilities of municipal clerks and to instill
within them a higher sense of professionalism. The course will entail the
presentation of comprehensive training in all areas of the clerk's operations and
functioning, and will lead to certification as a registered municipal clerk
of the State of South Carolina.*

Recommended Training Form: Combination--Instructional format, supplemented by
programmed instructions, self-instructional materials and ETV presentations
(should entail training over a period of several months)

Program Content: This program must be comprehensive in nature. It will include
training in all phases of the municipal clerk's job. An outline of those subject
topics that should be made a part of this course is included as attachment
#1 of this specification.

* Arrangements should be made through the State (or the University System)
to provide for the granting of certificated status to applicants having successfully
completed this course.

CERTIFICATED TRAINING FOR CITY CLERKS

Program Level and Participation:

A. Who needs this training? This training program will benefit every municipal clerk (and city manager) in the State of South Carolina. Additionally, employees aspiring to and/or being trained for clerks jobs will also be benefitted by participation in this program.

B. What is the relative level of training readiness of these employees? - It has been determined that municipal clerks in South Carolina possess a reasonable degree of training, education, and experience, and, thus, the relative training readiness of these employees is good. In addition, there should be no attitudinal problems within this group, and the keying of training materials and presentations to the appropriate level should not be difficult.

C. What is the anticipated level of program participation?- There are approximately 260 municipalities within the State, with the majority of these employing city clerks or clerk-treasurers. Assuming this program is properly publicized, the majority of these employees should be attracted thereto.

D. What is the recommended level of program delivery?- This program will be somewhat complex to prepare for delivery. It will require the development of a centeralized program of instruction and a follow-up series of programmed instructions, self-teaching materials and ETV programming. Mobility within this training group is not a significant problem, but the depth and scope of the proposed program is such that this dual presentation approach is necessary.

PROPOSED TRAINING COURSE OUTLINE

I. APPOINTMENT, QUALIFICATION AND TENURE:
    DEPUTIES AND ASSISTANTS

        . . . GENERAL DUTIES

II. THE CITY CLERK'S OFFICE

        . . . OFFICE MATTERS

    A. Full or Part Time
    B. Office Hours
    C. Office Equipment
    D. Office Supplies

        . . . SUGGESTIONS ON OFFICE MANAGEMENT

    E. Job Analysis
    F. Flow of Work
    G. Design and Use of Forms
    H. Office Layout
    I. Procedure Improvement
    J. Work Measurement

        . . . TELEPHONE COURTESY

III. MEETINGS OF THE GOVERNING BODY; RECORD, JOURNAL OR MINUTE BOOK;
     MOTIONS AND RESOLUTIONS

        . . . MEETINGS OF GOVERNING BODY

    A. The City Clerk and Meetings of Governing Body
    B. Special Meetings (General Statutes)
    C. Order of Business
    D. Preparing for Meeting

        . . . RECORD, JOURNAL, OR MINUTE BOOK
    E. Essential Entries
    F. Methods of Taking Minutes
    G. Contents of Minutes
    H. Minutes Read and Approved
    I. Form of Minutes

        . . . MOTIONS AND RESOLUTIONS

    J. Motion Discussed
    K. Amendments

        . . . A RESOLUTION
    L. Object of a Resolution to Refer to a Committee

IV. CHARTER AND ORDINANCES

. . . ORDINANCES AND RESOLUTIONS

A. Statutes Relating to Ordinances
B. Ordinance and Resolution Distinguished
C. Form of Ordinance
D. Adoption of Ordinances
E. Ordinance Book
F. Indexing
G. Notations of Repeals and Amendments
H. Codification of Ordinances

V. PERSONNEL ADMINISTRATION RECORDS

A. Contents of Records
B. Sick Leave
C. Vacations
D. Leaves of Absence

VI. PERSONNEL ADMINISTRATION - PAYROLL DEDUCTIONS

. . . PAYROLL PREPARATION

A. Federal Income Compensation Act.(Voluntary)
B. Federal Income Tax (Mandatory)
C. State Income Tax (Mandatory)
D. Retirement Systems (Voluntary)
E. Peace Officers' Annuity and Benefit Fund
F. Firemen's Pension Fund
G. Group Insurance (Voluntary)
H. Workmen's Compensation (mandatory for ten or More Employees)

VII. BONDING PUBLIC OFFICIALS AND EMPLOYEES

VIII. FINANCIAL MANAGEMENT

A. What is Financial Management?
B. What are Some of the Elements in a Sound Financial Management Program?

    . . . THE BUDGET
    . . . A BOOKKEEPING SYSTEM
    . . . RULES FOR THE CONDUCT OF FINANCIAL OPERATIONS
    . . . THE AUDIT
    . . . FINANCIAL MANAGEMENT

C. Who is Responsible for Financial Management?
D. Conclusion
E. Checklist of Recommended Financial Management Procedures for Small Cities

IX. BOND ISSUE

X. FEES AND CERTAIN TAXES

    A. Fees and Permits
    B. Fees and Charges for Current Services
    C. Alcholic Beverage Taxes
    D. Franchise Tax
    E. Other

XI. CITY PROPERTIES

    A. Parks and Playgrounds
    B. Cemeteries
    C. Rights of Way and Street Dedication
    D. Public Utilities
    E. Franchise and Easements

XII. ANNEXATION

    A. Procedure of Annexation

XIII. ELECTIONS

    A. Specific Duties
    B. Further Possible Duties

XIV. THINGS TO BE AWARE OF

    A. Minimum Standards & Mandated Training for Law Enforcement Officers
    B. Certification of Water & Waste Water Operators
    C. Blasting & Excavation Permits in Cities Which Sell Gas as a Municipal Utility
    D. Municipal Purchasing through State Purchasing
    E. Training
    F. How to Get Your Money's Worth
    G. Federal Programs
    H. Area Planning and Development Commissions

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: Supervisory Skills Training-Part I

Program Scope and Objectives: This program is designed to train the public supervisor-- first line up to middle management-- in the basic techniques and practices of effective employee supervision.

Recommended Training Form: Instructional format, which includes question and answer and group participation sessions (approximately 40 hrs. in duration)

Program Content: The basic techniques and practices of supervision are universally applicable. Thus, supervisory personnel, regardless of the area of technical or professional assignment, need training in at least the following:

  A. The role of the supervisor
      1. the nature and necessity of supervision
      2. membership on the management team
      3. significance of organizational objectives to the supervisor

  B. Supervisory duties and responsibilities
      1. planning
      2. organizing
      3. delegating
      4. controlling

  C. Employee relations and motivation
      1. understanding human and group behavior
      2. effective communication
      3. motivational skills and techniques

  D. Examining Leadership
      1. what makes a "good" leader
      2. elements of effective leadership
      3. self-improvement models for developing and refining leadership abilities

SUPERVISORY SKILLS TRAINING- PART I

Program Level and Participation:

A. Who needs this training?- Any employee whose job entails the supervision of others. This is an area of critical need, for there are hundreds, possibly even thousands, of local governmental employees who are responsible for the work of other people but are lacking in the knowledge of how to effectively supervise.

B. What is the relative level of training readiness of these employees? - There will be considerable variance in the levels of training readiness within this trainee universe. Many first line supervisors have very poor educational backgrounds, while, on the other hand, middle management personnel will generally be educated at (or above) the high school level. Also, the attitudes of potential trainees will vary considerably within this group, ranging from fear of formal training to enthusiasm. The composite training readiness of this group is, therefore, relatively lower than desired, but this is a situation that can be overcome by (1) a proper selling job, and (2) the careful gearing of training materials and presentations to the level of those being trained.

C. What is the anticipated level of program participation?- Participation within this program should be extremely good, especially if initial efforts are successful and beneficial and the "word gets out". If the program is properly delivered, and is made affordable, it should attract scores of trainees for years to come.

D. What is the recommended level of program delivery? - This program must be delivered as close to the participating local governments as possible. The bulk of these employees are not mobile. They must be reached in such a way that minimum disruption of their normal jobs occur. It is therefore recommended that this program be "packaged" in a manner that will allow delivery on a highly decentralized basis (possibly through local high shcools, TEC'S, or even through the use of local governmental facilities). This may also be a good area for the regional planning district office to serve as a delivery vehicle.

<center>SPECIFICATION</center>

(South Carolina Local Government Manpower Training)

Title of Course: Supervisory Skills Training--Part II

Program Scope and Objectives: This program is designed to provide continuing supervisory skills training for local government managerial and supervisory personnel. It is designed as a sequal to the basic Supervisory Skills Training Course (Part I), and will serve to continually expand the knowledge and refine the skills of supervisory public employees.

Recommended Training Form: Programmed or Self-Instructional materials and/or presentations via the State's ETV Network (to be presented monthly on a continuing basis, and should require 1 to 2 hours per session).

Program Content: This program will deal with a multitude of supervisory and basic management topics. These topics will be treated practically--percise and to the point. Included will be tips on proven methods and techniques of effective supervision, with emphasis being placed on the "how to" as well as the "why". Key subjects to be covered include:

    A. The scope of the supervisor's job

    B. Making the transition from worker to supervisor

    C. Planning and assigning work

    D. Allocating resources

    E. Motivating workers

    F. Communicating with management and workers

    G. Evaluating employee performance

    H. Training employees

    I. Solving supervisory problems

SUPERVISORY SKILLS TRAINING-PART II

Program Level and Participation:

A. Who needs this training? - This training will be of value to basically the same personnel as cited in the specification for Supervisory Skills Training-Part I. This program is a follow-up effort and will have utility in the case of all local employees who supervise the work of others.

B. What is the relative level of training readiness of these employees? - The training readiness of employees chosen to receive this training will be reasonably good, in that they will have been introduced to this type of training (by participating in Part I) and somewhat "pre-conditioned" thereby.

C. What is the anticipated level of program participation? This is somewhat dependent upon the successful delivery of Part I training. It is, however, reasonable to assume that there will be hundreds of potential trainees at any one time, and that the majority of these should be reachable through this program.

D. What is the recommended level of program delivery? - This training should be packaged in a form that will allow delivery through each individual local jurisdiction. In other words, it should be delivered at "the front door step" of the trainee. This can and should be accomplished through the use of programmed learning or self instructional materials and/or through programming on ETV.

SPECIFICATION

(South Carolina Local Government Manpower Training)

<u>Course Title</u>: Basic Recruit Training for Law Enforcement Officers

<u>Program Scope and Objectives</u>: This course is designed to provide new recruits in the law enforcement field with a basic knowledge of police science, and to introduce them to the practical methods and techniques of the law enforcement trade. Additionally, it is designed as a prelude to the SLED training program.

<u>Recommended Training Form</u>: Combination -- instructional and field training format (approximately 200 hours).

<u>Course Content</u>: The City of Savannah, Georgia has in effect an excellent basic recruit program. It is recommended that the form and format (all or in part) of that program be utilized in the development of this training effort. Attachment number one (1) of this specification presents an outline of the Savannah training program.

BASIC RECRUIT TRAINING FOR LAW ENFORCEMENT OFFICERS

Program Level and Participation:

A. Who needs this training?- All new law enforcement recruits (police and sheriff's deputies) can benefit greatly from this training. It is designed to prepare them for optimum work performance and more sophisticated and specialized training efforts (e.g. SLED program).

B. What is the relative level of training readiness of these employees?- The State's new minimum standard education law, as it relates to law enforcement officials, assures a minimum education level of high school graduation. It is, therefore, concluded that the training readiness within this group of potential trainees will be generally good, with a wide range of training methods and techniques appropriate for use.

C. What is the anticipated level of program participation?- Participation levels within this training area should be extremely high--if the program is properly packaged and made readily available. Public administrators across the State cited this as their area of most critical training need. There are now several hundred local law enforcement officials across the State, of which many are new or relatively new recruits. Their participation is practically guaranteed.

D. What is the recommended level of program delivery?- This training must be delivered at or near the participating local jurisdictions. It is recommended that the police departments of selected (geographically) large municipalities be designated as "training centers" for purposes of delivering this training. Efforts should be coordinated thorugh the State Law Enforcement Division, and every effort should be made to accomodate all potential trainees as rapidly as possible.

SAVANNAH POLICE DEPARTMENT

PROPOSAL FOR

BASIC RECRUIT SCHOOL

The proposed Basic Police Recruit School will be a seven week, 280 hour course with the following cirriculum and qualified instructors.

ADMINISTRATION (4)

1.	Introduction	:30 Hours
2.	Graduation	1:00 Hours
3.	Course Procedures	1:00 Hours
4.	Mid-Term Review and Examination	5:00 Hours
5.	Examination Critique	2:00 Hours
6.	Review and Final Examination	7:00 Hours

TOTAL 16:30 Hours

COMMUNITY RELATIONS (11)

1.	Human Relations and Police Ethics	3:00 Hours
2.	Riot - Crowd Control (Classroom)	2:00 Hours
3.	Laws Governing Juveniles and Mentally Disturbed Persons	6:00 Hours
4.	Administration of Criminal Justice, The Police Introduction to Law Enforcement	6:00 Hours
5.	Public Relations	1:00 Hours
6.	Civil Rights and the Law Enforcement Officer	2:00 Hours
7.	How to Recognize and Handle Abnormal Persons	4:00 Hours

TOTAL 24:00 Hours

99

CRIMINAL LAW (20)

1.	Search and Seizure	6:00 Hours
2.	Techniques of Arrest and Search	4:00 Hours
3.	Sex Crimes	3:00 Hours
4.	Criminal Law	2:00 Hours
5.	City Ordinances	6:00 Hours
6.	Georgia Laws of Arrest	2:00 Hours
	TOTAL	23:00 Hours

TRAFFIC AND ACCIDENT INVESTIGATION (16)

1.	Traffic Laws	3:00 Hours
2.	Traffic Safety (Classroom)(PLUS 6 HOURS UNDER "SKILLS" *)	2:00 Hours
3.	Traffic Control	1:00 Hours
4.	Accident Investigation	6:00 Hours
	TOTAL	12:00 Hours
		(6:00 HOURS)

CRIMINAL INVESTIGATION (21)

1.	Vice Investigation	4:00 Hours
2.	Narcotics Investigation	2:00 Hours
3.	Techniques of Identification	4:00 Hours
4.	Fraudulent Check Investigation	6:00 Hours
5.	Services of the F. B. I. Laboratory	2:00 Hours
6.	Rules of Evidence	2:00 Hours
7.	Criminal Investigation	2:00 Hours
8.	The Officer in Court	2:00 Hours
9.	Auto Theft Investigation and Interrogation	2:00 Hours
10.	Taking Statements	1:00 Hours
11.	Case Preparation	2:00 Hours
12.	Service of the State Crime Laboratory	3:00 Hours
13.	Homicide Investigation	4:00 Hours
	TOTAL	36:00 Hours

SKILLS (35)

1.	Range	40:00 Hour
2.	Care and Cleaning of Weapons	3:00 Hour
3.	Special Weapons	4:00 Hour
4.	Night Firing	4:00 Hour
5.	Riot - Crowd Control (Field)	16:00 Hour
6.	Driving Course (Field) *(DRIVING SAFETY)	6:00 Hour
7.	Defensive Tactics (Field)	10:00 Hour
8.	Drill and Physical Training	14:00 Hour
9.	Standard First Aid and Emergency Childbirth	8:00 Hours
10.	Advanced First Aid	9:30 Hours

TOTAL 114:30 Hours

POLICE PATROL (7)

1.	Department Rules and Regulations	4:00 Hours
2.	Organization of the Police Department	1:00 Hours
3.	Note Taking (Classroom)	1:00 Hours
4.	Use and Care of Department Equipment	1:00 Hours
5.	City - Department Personnel Policies	3:00 Hours
6.	Organization of the City Government	1:00 Hours
7.	Report Completion	10:00 Hours
8.	The Police Records Function	2:00 Hours
9.	The Savannah Police Department Records System	3:00 Hours
10.	N. C. I. C. Function and Operation	1:00 Hours
11.	Patrol Tactics	8:00 Hours
12.	Use of the Police Radio	2:00 Hours
13.	Vehicle Stopping and Occupant Control	1:00 Hours
14.	Police Pursuit Driving	1:00 Hours
15.	Field Note Taking	1:00 Hours
16.	Role of the Military Police in Civilian Law Enforcement	2:00 Hours
17.	Administration of Criminal Justice, the Court	2:00 Hours
18.	Firearms Control Act	2:00 Hours
19.	Observe Court Procedures	8:00 Hours

TOTAL 54:00 Hours

SPECIFICATION

(South Carolina Local Government Manpower Training)

Course Title: Recruit Firefighters Training

Program Scope and Objectives: This program is designed to introduce the recruit
to those basic methods and techniques necessary to provide the professional
skills needed to cope with the complexity of today's fire service.

Recommended Training Form: Instructional format (approximately 120 total hours).
Supplementary ETV Programming may be employed. Also, the proposed scope of the
program may be reduced if necessary to facilitate practical presentation.

Course Content: The following topics should be included in this program.
(See attachment number one(1) for a detailed outline).

A. History of the fire service

B. Types of department organizations

C. Fire service terminology

D. Apparatus familiarization

E. Small tools, adapters and accessories

F. Fire service ladders

G. Fire service hose

H. Mathematics and hydraulics

I. Fire streams

J. Rescue breathing apparatus

K. Protective clothing

L. Salvage and overhaul

M. Rope and knot practice

N. First aid and rescue

O. Chemistry of fire

P. Portable fire extinguishers

Q. Forcible entry and ventilation

R. Fundamentals of firefighting   102

S. Fire pumps

T. Fire prevention and inspection

RECRUIT FIREFIGHTERS TRAINING

Program Level and Participation:

A. Who needs this training? - All new fire-fighting recruits (full time and volunteer) can benefit greatly from this training. It is designed to prepare them for optimum work performance and more sophisticated and specialized in-service training.

B. What is the relative level of training readiness of these employees?- Minimum qualifications for appointment to firefighter positions should now include high school graduation (or equivalent). However, this is not generally the case, and, resultantly, the level of training readiness within this training group is somewhat lower than desired. This will require judicious preparation of training materials in such a way as to assure applicability. To be effective this training must be basic and practical, and it must not be presented at a level "above the heads" of the potential trainee.

C. What is the anticipated level of program participation? - Participation levels within this training area should be high, in that most responding public administrators have cited a need for this type of training. There are now several hundred firefighters across the State, of which many are new or relatively new recruits. Their participation is practically guaranteed.

D. What is the recommended level of program delivery?- Due to the technical nature of this program's content it should be delivered in a training center that is properly equipped. However, these employees are relatively immobile, and cannot spend extended periods of time away from the job setting. Hence, it is recommended that this program be delivered through the TEC centers. Alternatives would be local high schools and/or the regional planning and development district offices. Instructors for this training program can, in most cases, be drawn from the more experienced fire-fighters and administrators now employed in the State's local jurisdictions.

COURSE OF STUDY

Subject	Hours of Instruction		
	Class	Drill	Total
1. History of the Fire Service	1	0	1
A. Established by the military			
B. Watchmen services			
C. Fire prevention regulations			
D. Salvage corps			
E. Insurance brigades			
F. North American Organizations			
2. Types of department organizations	2	0	2
A. Volunteer			
B. Subscription			
C. Part-Paid			
D. Paid			
3. Fire Service Terminology	2	0	2
4. Apparatus familiarization	3	3	6
A. Rescue			
B. Pumpers			
C. Platforms			
D. Aerial			
E. Special			
5. Small Tools, adapters and accessories	1	3	4
A. Identification			
B. Use			
C. Care and maintenance			
6. Fire Service ladder	2	6	8
A. Identification			
B. Types and construction			
C. Carries			
D. Raises			
E. Maintenance and care			
7. Fire Service hose	3	9	12
A. Sizes, types and construction			
B. Carries			
C. Drags			
D. Use and care			
E. Testing			
8. Mathematics and hydraulics	4	3	7
A. Fundamentals			
B. Formulas			
C. Application and use			

9. Fire Streams	6	10	16
A. Types and sizes			
B. Adapter for producing			
C. Effective stream production			
D. application			
10. Rescue breathing apparatus	2	6	8
A. Filter			
B. Re-generating			
C. Self-Contained			
1. air			
2. oxygen			
D. Use			
E. Maintenance and care			
11. Protective clothing	2	0	2
A. Types			
B. Construction			
C. Use and care			
12. Salvage and overhaul	2	6	8
A. Salvage covers			
B. Other salvage equipment			
C. Folding and Spreading			
D. Chutes			
E. Placing building in safe conditions			
13. First aid and Rescue	3	5	8
A. Introduction			
B. Respiratory system			
C. Circulatory system			
D. Common emergencies			
E. Shock			
F. Wounds			
G. Rescue practices			
H. Carries			
I. Drags			
J. Special situations			
14. Rope and Knot practices	2	4	6
A. Types and construction			
B. Knots and hitches used			
C. Use and care			
15. Chemistry of fire	4	0	4
A. Principles of Combustion			
B. Solids			
C. Liquids			
D. Gases			
16. Portable Fire Extinguishers	2	2	4
A. Classification of fires			
B. Ratings			
C. Distribution and markings			
D. Sizes			
E. Operation			
F. Refilling			

17. Forcible entry and Ventilation   2   2   4
    A. Tools
    B. Situations requiring
    C. Opening doors, windows,
       roofs and floors.
    D. Situations requiring ventilation
    E. Top or vertical
    F. Cross or horizontal
    G. Forced ventilation
    H. Equipment used

18. Fundementals of Firefighting   4   6   10
    A. Structural
    B. Flammable liquids
    C. Woods and grass
    D. Aircraft
    E. Special Situations
    F. Application of extinguishing agents

19. Fire pumps   3   2   5
    A. Classification
    B. Requirements
    C. Centrifugal principle
    D. Positive displacement
    E. Pump Controls

20. Fire Prevention and Inspection   3   0   3
    A. Objectives
    B. Fire Hazards and causes
    C. Practices
    D. Records and reports used
    E. Special inspections
        1. Schools
        2. Hospital and nursing homes

                                   53   67   120

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: Basic Building Inspector's Training

Program Scope and Objectives: This program is designed to provide an overview of
the basic principles and practices of the building inspection trade, and to
give the inspector a better feel for all facets his job, including public contact.

Recommended Training Form: Instructional format, which includes question and
answer and group participation sessions (approximately 40 hours duration)

Program Content: This program is oriented toward a general survey of the building
inspection trade, not the detailed technical education of building inspectors.
Through this course the trainee will be introduced to the basic principles and
practices of building inspection, and will be generally trained in the application
of the Southern Standard Building Code. Also, the code will be discussed from
the standpoint of why its provisions are as they are (the philosophy behind the
code), so that the inspector might be better able to understand and explain that
which he is required to enforce.
    As stated, the training program should be built around the Southern Standard
Building Code. It will include treatment of the following subject areas:

    A. Necessary Definitions

    B. Fire Districts

    C. Classification of Buildings by Occupancy

    D. Special Occupancy Requirements

    E. Classification of Buildings by Construction

    F. Fire Protection Requirements

    G. Heating

    H. Sprinkler and Standpipes

    I. Fire-Resistive Ratings for Materials and Construction

    J. Exit Requirements

    K. Minimum Design Loads

    L. Foundations, Excavations and Footings

    M. Masonery and Veneered Walls

    N. Structural Steel

O. Concrete Materials-Mix and Design

P. Wood Construction Practice-Designs and Quality

Q. Lathing and Plastering

R. Rat-Proof Construction

S. Light, Ventilation and Sanitation

T. Safeguards During Construction

U. Use of Public Property

V. Signs and Outdoor Displays

W. Prefabricated Construction

X. Plastics

Y. Relating to the Public
    1. the inspector as a public servant
    2. techniques of effective public contacts

NOTE: Test materials should be prepared based upon the Code (assistance of the Southern Building Code Congress should be solicited).

BASIC BUILDING INSPECTOR'S TRAINING

Program Level and Participation:

A. Who needs this training?- All public employees involved in building licensing and inspection can benefit from this training. However, it is particularly aimed at the level of the new (or relatively new) inspector.

B. What is the relative level of training readiness of these employees? - The level of training readiness for employees within this training group will be somewhat lower and less flexible than would ideally be the case. Many, if not most, of the local jurisdictions' inspectional personnel are ex-tradesmen or former building contractor employees. The level of formal education for many of these people will be below that of a high school graduate, and this will therefore somewhat restrict the types of training materials and presentations that may effectively be used. However, these employees will generally be possesssive of a relatively high level of job related experience, which does provide a sound training base.

C. What is the anticipated level of program participation?- In terms of sheer numbers of trainees, this program stands to be considerably smaller than many of the other proposed programs. There are not now a great number of building inspectional employees across the State, but there is a pressing need to better train those that do exist and to develop new inspectional personnel. This need is recognized by most local administrators (as indicated in survey responses). and it is therefore felt that participation in this program will be good.

D. What is the recommended level of program delivery?- This training, again, should be delivered as close as possible to the participating juridictions. There is however necessity for holding the sessions in a centralized location (or a series of such locations) due to the nature of the training material and the need for a qualified, competent instructor. It is thus recommended that the courses be scheduled on the bases of 2 to 3 hrs. of instruction per week, and that the program be put on in a centerally located facility (TEC, local high school, or Gov't. bldg.) within the geographic area it is designed to serve. Also, the possibility of using ETV as a supplementary (or, if necessary, primary) delivery device should be considered.

SPECIFICATION

(South Carolina Local Government Manpower Training)

Title of Course: Basic Technical Training-Water and Waste Water Plant Operation

Program Scope and Objectives: This program is designed to provide basic technical and operational skills training to new (and existing) plant operations in the water and waste water treatment fields. It is to be non-certificated, and is meant to serve as a prelude to the formal technical education necessary for State certification.

Recommended Training Form: Instructional format, supplemented by basic (simplified) self instructional materials (about 40 hours in duration)

Program Content: In actuality this can (and should) be too (2) separate courses of study. Design of this course (or courses) should include treatment of at least the following subject areas:

I. Water Quality Control Plant Operators (waste water treatment)

    A. Introduction
        1. purpose(s) of treatment
        2. types of treatment
        3. typical flow diagrams
        4. typical equipment

    B. Care and maintenance of equipment

    C. Core and use of chemicals

    D. Lab techniques (and their applications)

    E. Typical problems which may arise

II. Water Treatment Operators

    A. Introduction

        1. purpose(s) of treatment
        2. types of treatment
        3. typical flow diagrams
        4. typical equipment

    B. Basic Mathematics

        1. principles and techniques
        2. application

    C. Care and Use of Equipment

BASIC TECHNICAL TRAINING--WATER WASTE WATER PLANT OPERATORS

Program Level and Participation:

A. Who needs this training?- With the increased emphasis upon the importance of water and waste water treatment (environmental control), this training can be both timely and beneficial. It is designed as "basic training" for persons entering this field. All new (and existing) employees of water and waste water treatment facilities need this training to (1) help them do a better job, and (2) to prepare them for the more formalized technical training they must eventually receive prior to being certified.

B. What is the relative level of training readiness of these employees? Persons entering (and now employed) within this field will generally present somewhat of a problem in this respect. Many of the employees are high school graduates, but many also are not. Hence, the level of formal education will probably adversely affect their level of training readiness. Mandatory certification will have done much to "pre-condition" these employees as to the need for training, however, and attitudnal factors should not negatively affect this training group to any great degree.

C. What is the anticipated level of program participation?- Participation within this training program area should be extremely good if the course can be effectively delivered to the trainees. Employees in need of this training are not mobile, and the training will necessarily have to be taken to them. There are several hundred potential trainees across the State, and a high percentage of these should, and can, ultimately be reached through this training effort.

D. What is the recommended level of program delivery?- As indicated, this training must be delivered at (or near) the level of the local jurisdictions whose employees are participating herein. Presentations should ideally be made by qualified technicians and operators (not academicians), and delivery should be flexibly structured and relatively informal. TEC's, local high schools, and centrally located jurisdictional facilities can and should be used as training centers. In fact, qualified instructors could, conceivably, be trained centrally and then dispatched across the State in order to deliver the training locally.

(South Carolina Local Government Manpower Training)

<u>Title of Course</u>: Effective Public Contact

<u>Program Scope and Objectives</u>: This program is designed to develop within the trainee a basic understandling of the principles of effective public contact and human relations, and to impress upon him the importance of these contacts and relations.

<u>Recommended Training From:</u> Workshop or Seminar (approximately eight (8)' hours in duration).

<u>Program Content</u>: This program should be designed to include coverage of at least the following subject areas:

    A. Meeting and dealing with the public
        1. the role of the public servant
        2. the signifiance of sincerety in dealing with the public

    B. Communications Skills
        1. telephone contacts
        2. factors in listening
        3. elements of perception
        4. oral and written communications techniques

    C. Personal factors in Public Contacts
        1. appearance
        2. courteousy and manners
        3. significance of self confidence
        4. the professional self-image

EFFECTIVE PUBLIC CONTACT

Program Level and Participation:

A.   Who needs this training?- This program is designed primarily for those public employees who have daily, routine contact whith the public. It is generally oriented toward clerical and office employees, but would be of significant value also to other employees whose jobs entail extensive public contacts (e.g. police officers, codes enforcement personnel,etc),

B.   What is the relative level of training readiness of these employees?- Employees who, by virtue of their jobs, would qualify for this training will generally be educated at or above the high school level. They will, thus, possess a relatively high degree of training readiness. with negative attitudnal factors not being a significant problem.

C.   What is the anticipated level of program participation?- Participation within this program should be good. There are several hundred potential program participants now employed in South Carolina's local governments, and they are, according to administrative survey response, in need of and available for this type of training.

D.   What is the recommended level of program delivery?- This program should be designed for one (1) day presentation, and should be made available at geographically centeralized locations across the State. The TEC'S, units of the University System, regional planning and development district offices and local governmental facilities are all possibilities for delivery. The program must be carried to the trainees if maximum participation and benefits are to be realized.